



**Lao People's Democratic Republic**  
**Peace Independence Democracy Unity Prosperity**

**Education Sector Development Framework**  
**2009-2015**



**Ministry of Education**

**April 2009**



**Lao People's Democratic Republic**  
**Peace Independence Democracy Unity Prosperity**

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**Prime Minister's Office**

**No 100/PMO**  
**Vientiane Capital, 04 April 2009**

**Prime Minister's Decree**  
**Approval of the Education Sector Development Framework**  
**2009-2015**

- With reference to the Government of Lao PDR Law No.02/NPF dated 6 May 2003;
- With reference to the Education Law No.09/Lao PDR, dated 26 April 2000;
- With reference to the National Education Reform Strategy of July 2008;
- With reference to the proposal of the Minister of Education No.145/Moe.09, dated 16 Feb. 2009.

**The Prime Minister issued the Decree:**

Article 1: Official approval of the Education Sector Development Framework  
2009-2015.

Article 2: The Ministry of Education will coordinate with concerned agencies  
to concretize and implement this Framework effectively and report  
the outcomes to the Government periodically.

Article 3: All ministries, relevant organizations, provinces, Vientiane Capital  
and other concerned agencies should acknowledge, cooperate  
and mutually implement this decree effectively.

Article 4: This decree is enforced from the date of the signing.

**Prime Minister of Lao PDR**

(Signed and sealed)

Bouasone BOUPHAVANH

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## Foreword

The resolution of the 8<sup>th</sup> Congress of the Lao People's Revolutionary Party clearly identified that Education is the core of Human Resource Development – a key factor of socio-economic development of the Lao PDR today and in the future. Government of Lao PDR policy and strategy documents acknowledge that underpinning economic development is a requirement for substantial reform to the national education system; reform has now become a top priority for education sector development with the implementation plan from 2006 to 2015.

To fulfill the targets set forth in the Government of Lao PDR's policy and strategy, there is a requirement for the education sector to formulate a single sector strategic plan. This strategic framework is called the "Education Sector Development Framework (ESDF)", which complies with the set priorities and contents of the National Education Sector Reform Strategy with a focus on basic education, post-basic education, improved governance and institutional reform, strengthening education management and human resources, social development and inclusive education, and improved financing strategy, planning and management.

The formulation of ESDF for 2009-2015 represents a new systematic and realistic approach to national policy and strategy planning which ensures the government's investment in education sector reform with national characteristics, unity and equity. In so doing, disparities that restrain sustainable education and national equity will be addressed. In the meantime, a move towards a sector-wide approach (SWAp) to development across the education sector requires more collaboration among the Ministry of Education and Development Partners in adopting a longer-term strategy for support to the sector with investment planning captured within a single resource and funding envelope.

A move towards a balanced and effective approach to education sector development is in line with the Government's policy and Development Partners' strategy on Aid Effectiveness captured in the Paris Declaration and elaborated in the Vientiane Declaration in 2006, in which the formulation of a Sector Development Framework is of a key priority.

As for the Education Sector, the Education Sector Development Framework (ESDF), apart from being the education reform strategic plan, is also a key document that reflects the Government's true intention to commit to investment in education in Lao PDR, which will build good trust for the FTI Catalytic Fund

application to meet the EFA goals in 2015, especially the EFA National Plan of Action 2003-2015 approved by the Government.

To implement this Government endorsed ESDF in a more productive manner, the Ministry of Education Lao PDR urges the departments, education institutes and universities, centres and divisions affiliated with the Ministry of Education, government agencies, all stakeholders at both central and local levels and all Development Partners concerned to firmly collaborate and contribute all efforts in forms of knowledge and resources so that the set targets can be achieved by 2015.



Minister of Ministry of Education, Lao PDR

Prof. Dr. Somkot MANGNOMEK

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## Glossary of Terms

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
BESDP	Basic Education Sector Development Program (financed by ADB)
CDF	Capacity Development Framework
CLC	Community Learning Center
DEB	District Education Bureau
EC	European Commission
ECCD	Early Childhood Care and Development
ECE	Early Childhood Education
EDP <sub>2</sub>	Second Education Development Project (financed by World Bank)
EFA	Education for All
EFA MDA	EFA Mid-Decade Assessment
EPA NPA	EFA National Plan of Action
EMIS	Education Management Information System
ESDF	Education Sector Development Framework
ESWG	Education Sector Working Group
FTI	Fast Track Initiative
GER	Gross Enrolment Rate
IVET	Integrated Vocational Education and Training
MDA	Mid-Decade Assessment
MDG	Millennium Development Goal
MoE	Ministry of Education
MoF	Ministry of Finance
MPI	Ministry for Planning and Investment
NER	Net Enrollment Ratio
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NGPES	National Growth and Poverty Eradication Strategy
NSEDP	National Socio-Economical Development Plan
NESRS	National Education System Reform Strategy
PES	Provincial Educational Service
PRSO	Poverty Reduction Strategy Operation
PTR	Pupil/Teacher Ratio
SWAP	Sector Wide Approach
TEI	Teacher Education Institution
TVET	Technical Vocational Education and Training
VEDC	Village Education Development Committee

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## Executive Summary

The Ministry of Education recognizes the need for improved sector-wide planning to address key deficiencies across the education sector. The Ministry is keen to have a balanced approach to education sector development to ensure that investment in the national education system is national, scientific, popular, uniform and even. This will overcome education system disparities that prevent sustained and even education sector development. A sector-wide framework leading to a single and agreed education sector-wide approach will enable the government and development partners to plan according to agreed outcomes and targets within an annual implementation plan. This will allow the Ministry of Education and development partners to adopt a longer-term strategy for support to the sector with investment planning captured within a single resource and funding envelope.

The Asian Development Bank (ADB), European Commission (EC), the World Bank, Government of Australia, Government of Germany, Government of Japan and key United Nations agencies have been major investors in the education sector. As leading members of the Education Sector Working Group (ESWG) these development partners have made major contributions to the development of the national education system. ADB, EC and the Government of Australia through AusAID have been supporting ongoing programs of technical assistance to the development of an education sector plan for informing ongoing expansion of the education system including rapid growth across a much expanded school education system. The *Education Sector Development Framework* (ESDF) has been developed to cover planning and investment across the full education sector. The ESDF will enable a comprehensive estimation and projection of education sector requirements, more balanced and even sector development and inform a focused and better coordinated program for external development assistance. The ESDF will also equip the Ministry of Education and development partners to estimate the total investment program in support of the ongoing development of the national education system. A proposed first annual implementation plan (AIP) will be a core Annex in the final ESDF, which will provide the first concrete step for ongoing AIP preparation for review and endorsement of the ESGW during technical meetings. The AIP will put in place steps for regular review of education sector performance including the impact of major investment decisions.

The *Education Sector Development Framework* will be a major education sector plan for Lao PDR. As a plan it draws upon, the 8<sup>th</sup> Party Congress Resolution, which clearly defines education as the core of human resource development and a number of key policy documents including the new *Education Law of 2007*, the *National Education Sector Reform Strategy 2006-2015*, the *National Socio-economic Development Plan 2006-2010*, the *Education for All National Plan of Action 2003-2015*, the *Education for All Mid-Decade Assessment* (2008) and *Vientiane Declaration of Aid Effectiveness* (2006). Both the Ministry of Education and development partners have endorsed the *Education Sector Development Framework* as the action plan for the *National Education System Reform Strategy 2006-2015*. The ESDF is structured according to the thematic areas examined by each



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ESDF Technical Working Group. These groups examined (i) Budget and Planning, (ii) Governance and Institutional Reform, (iii) Human Resource Management, (iv) Social Development and Inclusive Education, (v) Basic Education, and (vi) Post-Basic Education. The Technical Working Groups (TWG) examined education sub-sectors to develop a list of policy priorities, strategies and actions. With attention to access, equity, quality, and effective management, the TWGs developed a framework of strategic directions and targets to support policy goals articulated in key documents (plans) for education sector development. They have provided pro-poor strategies and action in support of expansion of pre-school for 5-year olds, Grade 1 entrance by 6-year olds, universal primary school completion, the expansion of secondary education, raising the education level of adults, abolition of illiteracy and means for achieving a better skilled workforce. The 47-poorest districts of Lao PDR have been targeted as the most disadvantaged populations to benefit from the ESDF. These districts will headline the ESDF reform process. Recommendations on strengthening education service delivery have been provided including improved arrangements for education governance between the central Ministry of Education, Provincial Education Service and District Education Bureau. New governance arrangements center on enhanced service assignment and initiatives in expenditure assignment enabling greater efficiencies in providing funds to schools by means of block grants.

The *Education Law of 2007*, the *National Education Sector Reform Strategy 2006-2015* and the *Education for All Mid-Decade Assessment* (2008) argue for a more effective and efficient national education system, one that requires robust support by senior education managers and the major development partners. To realise this support, the Ministry of Education will require organizational and managerial mechanisms that capture confidence through demonstrated capacities for achieving greater effectiveness and efficiencies across the national education system. There is a clear need to strengthen central Ministry strategic management through the recommendations coming from the *Capacity Development Framework*, improve provincial and district-levels of education management in line with national policies and revised budget formats and secure the long-term viability of expanded education sector funding.

Many interventions in the ESDF have a pro-poor focus with attention to remote, isolated and underserved populations. A robust scholarship system is proposed for securing improved student retention and cohort survival rates. Pro-poor strategies include a vastly improved scholarship scheme for poor students intending to undertake teacher training and incentive programs for recruiting and retaining very good teachers in the poorest districts. The *Education Sector Development Framework* reflects a shared long-term vision and commitment to the education sector by government and development partners. It also provides a shared understanding of the major education reform priorities. The framework proposes measures for better harmonization of external assistance to the sector and a shared commitment to mobilizing the necessary resources for reducing funding gaps. It provides a single plan for the whole education sector. As the Government will install a school structure based on a 5+4+3 school system, measures will need to be in place to (i) expand the number of classrooms nationwide, (ii) recruit qualified and trained teachers to meet the needs of an expanding secondary school system and to ensure that all settlements and villages have access to a primary school, (iii) ensure that education officers are

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adequately trained to support education service delivery at all levels of education administration and (iv) that ESDF priority action is directed to Lao PDR's 47-poorest districts. ***These are the immediate priorities of the ESDF.***

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## 1 The Context

### 1.1. National Development Imperatives

1. Lao PDR is a landlocked country situated between Cambodia, PR of China, Myanmar, Thailand and Vietnam. The population of the Lao PDR represents a rich and interesting mix of ethnic groups constituting a significant asset in the country's human resource base. The country has a unique education system including around 8,500 primary schools for a population of some 5.6 million<sup>1</sup>. A significant proportion of these 8,500 primary schools are *incomplete* and consist of only one or two classrooms. According to major policy and planning documents including the *National Socio-Economic Development Plan 2006-2010* (NSED), *National Growth and Poverty Eradication Strategy* (NGPES), *National Education System Reform Strategy 2006-2015* (NESRS), *Education for All-National Plan for Action 2003-2015*, *Teacher Education Strategy 2006-2015 and Action Plan 2006-2010* (TESAP) and *Education for All Mid-Decade Assessment* (October 2008) one of the key priorities of the Government of Lao PDR is improvement of the quality and access to basic education and health services, to support employment and income-generating activities, thereby strengthening social safety net coverage<sup>2</sup>. The *Education Sector Development Framework 2009-2015*, is the next logical step in the policy framework. It provides continuation of to a logical sequence of actions in formulating an education sector plan agreed to by the Government and development partners<sup>3</sup>.

2. Government of Lao PDR policy and strategy documents acknowledge that underpinning economic development there is a requirement for substantial reform to the national education system. In implementing social and education sector activities, the Government has ensured that poor and vulnerable groups and ethnic populations have equal access to basic social services, thus supporting opportunities for employment and participation in economic activities. This means the provision of satisfactory levels of education, food availability and health are recognised as the prerequisites for moving out of poverty and vulnerability, especially from the cycle of inter-generational poverty. National education reforms will provide a foundation for securing the government policy of national human resource development. The *National Socio-Economic Development Plan 2006-2010* advises:

*to improve the education of the whole population it is necessary to concentrate on equitable access, quality, relevance and management of education. Increasing primary school attendance*

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<sup>1</sup> Population Census 2005

<sup>2</sup> The *United Nations Literacy Decade* and *United Nations Decade of Education for Sustainable Development* initiatives can be added as generic strategy documents informing the *Education for All* agenda inherent to the *Education Sector Development Framework*.

<sup>3</sup> The Education Sector Development Framework (December 2008) is a continuation of the draft Education Sector Development Framework (April 2008) prepared by a team of advisors funded by the Asian Development Bank. The situation analysis and the structure and content of the ESDF policy matrix contained within that study remain relevant. The Ministry of Education played a major role in preparation of the ESDF including the identification of the policy framework and strategic directions (action).

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*and literacy rates particularly for people in under-served areas, such as ethnic peoples, children with special needs and girls, is an important foundation step ... Accessibility to quality secondary education has to be improved to raise the number of students entering and completing secondary education and hence going on to a third level education.*

3. The *Education for All Mid-Decade Assessment*<sup>4</sup> points to significant progress in school education over the past decade. Enrolment and enrolment rates in primary, lower secondary and upper secondary educations have grown. Technical education and higher education opportunities have expanded including growth in public/private partnerships in education. Public expenditure on education, though still comparatively low by regional standards, has grown significantly, alongside sustained and high-levels of external development assistance. The Government's flagship planning document for the education sector is its *National Education System Reform Strategy, 2006-2015*. Policy advice provided by the plan are echoed in addresses delivered by the Prime Minister and the Minister of Education. The 4-key areas of action are:

- (i) increase the length of general education to 12 years (5+4+3);
- (ii) access expansion and a quality and relevance to education improvement program;
- (iii) implementation of the *Teacher Education Strategy and Action Plan*; and
- (iv) the expansion of technical schools and vocational training<sup>5</sup>.

4. These 4-priorities signal the immediate and short-term focus of the ESDF<sup>6</sup>. The NESRS does not only focus on general education. It also has a focus on improved education governance by means of a much strengthened and committed education administration, one dedicated to greatly enhanced education service delivery. The *Education Law of 2007* reinforces the key strategic directions of the NESRS and affirms the regulatory environment in support of the ongoing development of the education system. Strengthening the national education system through the education reform process is now the Government's flagship program for national economic development. Formal schooling and national education system management are increasingly a focus of public investments in the sector. Development partners (donors) support this focus on national development and there are plans amongst donors to continue their support to the education sector from 2009. Government has made strong progress in improving the sector but much more work has to be undertaken.

5. With the Education Law a new structure of school education will be introduced. General education will follow a 5+4+3 formula for the primary, lower secondary and upper secondary levels.

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<sup>4</sup> *Education for All Mid-Decade Assessment*, October 2008, Government of Lao PDR.

<sup>5</sup> At the first National Education Sector Reform Commission meeting (May 2007) it was decided that 'after the lower secondary examination students should be selected in two strands (i) normal strand and (ii) integrated strand (vocational). This is to enable students to study according to their competency and ability, and when they have completed upper secondary education level they can have alternatives to seek jobs and enter the work force.'

<sup>6</sup> Implicit to these areas of action is (i) a rapid expansion of classrooms including new schools in out-of-reach or isolated areas, (ii) a significant strengthening of the teaching service including the appointment of new teachers to staff newly constructed classrooms, and (iii) measures to greatly reduce repetition.

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This reinforces a key *Education for All* principle of 9-years of high-quality basic education<sup>7</sup>. The new school organizational structure will be strengthened through the introduction and on-going development of new curricula within a new curriculum framework approximating a K-12 model. By introducing the new school organizational structure the Government is securing its commitment to see Lao PDR meet international norms and standards in education. The introduction of the new structure involves significant and challenging changes in implementation of an expanded and competency-based school curriculum.

6. Despite good progress in education reform there are some fundamental weaknesses to be addressed by the education system of Lao PDR. Around 80 percent of the population are still dependent on rural livelihoods and poverty is widespread. Poverty can be seasonal, cyclical or chronic in nature but, whatever its form might be, it weakens the country's capacity to provide education for all and endangers the attainment of the Millennium Development Goal (MDG) of securing universal primary education completion by 2015. The negative impact of poverty on dropout rates (wastage) and transition rates from school is significant at all levels of general education. Even at the primary school level, the completion rate stands at 63% making progress towards universal primary school completion by 2015 very challenging.

7. Transition rates from lower secondary school to upper secondary school are not high in rural areas. Studies frequently note that girls from ethnic populations are the most disadvantaged in terms of student retention rates<sup>8</sup>. Poverty affects the affordability of education through out-of-pocket expenses and opportunity costs related to the socio-economic context and geographical location of each family. Educational quality as measured by examination results is significantly lower in rural areas. Poorer settlements in rural areas perform worse than the poor in urban areas. It is important to note that a feature of education in Lao PDR is that the quality of teaching influences parental decisions whether to keep their children in school or not. Teacher attitude is increasingly recognized as a major influence on school dropout patterns.

8. Strategies will be needed to address the very high rate of school dropout in lower primary grades, particularly in rural areas and amongst ethnic populations. School feeding and nutrition programs, for example, will need to be rapidly expanded and maintained at a level necessary to encourage children in lower primary grades from more disadvantaged communities to remain in school. Low levels of promotion through primary school grades among girls from some ethnic groups results in a widening gap in achievement between boys and girls. Implementation of appropriate strategies is required to address these specific issues and this is clearly acknowledged as a precondition for the achievement of universal primary school completion by 2015.

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<sup>7</sup> *Education Law of 2007*, Article 18, p.10. (Resolution of the National Assembly of the Lao People's Democratic Republic on the Adoption of the Revised Education Law, Vientiane, July 2007.)

<sup>8</sup> *Education Sector Development Framework*, ADB, April 2008.

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## 1.2. Responding to National Development Imperatives

9. This *Education Sector Development Framework 2009-2015* (ESDF) is the national education sector plan for Lao PDR. It will inform education sector investment. The ESDF has been prepared to identify, define and articulate priority government policies and strategies the national education system needs to pursue to meet education goals, targets and outputs set out in key policy statements made by the Government including the *Education for All National Plan of Action* and key Millennium Development Goals. The ESDF formulation process has enjoyed full support of the Government of Lao PDR and the donor community. The ESDF is designed to support the phasing of numerous education plans produced since 2005. It draws on the *Education for All Mid-Decade Assessment* (2008) and key new development assistance projects including the *Basic Education Sector Development Program* supported by the Asian Development Bank.

10. The ESDF formulation process has been country-led with analytical work and advisory support from development partners including the multilateral development banks. The ESDF sets out policy and strategic targets to align and maximize Government and development partner resources. It proposes measures to use Government systems for policy implementation taking account of capacity development priorities. The ESDF provides a base for joint sector performance monitoring and support for annual work planning and impact evaluation until 2015. Government and development partners are expecting reliable impact evaluations of sector investments to better define future investment and activity selection. Sector performance monitoring will be a feature of Lao PDR's application for *Fast Track Initiative-Catalytic Funds* (EFA FTI-CF).

11. Development partners will gradually increase their investments in the sector but they expect informed planning and better evidence for results-based outcomes before committing funds. The ESDF is a first step in this exercise as is accession to the FTI-CF. It is anticipated that the ESDF will reflect robust government and development partner agreement on the investment program. It is expected that the Education Sector Working Group (ESWG), the joint development partner/government instrument for education planning, will progress to a new generation policy and planning modality namely an *Education Donor Consultative Mechanism* central to the FTI-CF process to ensure that Lao PDR progresses to full sector-wide planning for the education system. The ESWG and the Informal Education Donor Working Group as well as the major investors in the sector have worked closely with the Ministry of Education in preparing this education sector plan and strategy. This work is ongoing and activity is already in place for progressing the ESDF to implementation. Early indications that key development partners are expecting the ESDF to be completed according to schedule and plans are in place for the provision of technical assistance for the first year of ESDF implementation.

12. The ESDF advises that education system governance and management needs ongoing improvement to fulfil the functions in effective and efficient support of quality education service delivery as well as equitable student access to schools. A major precondition and a key to enter a circle of continuous improvement and for achieving the sector goals is human resource development. A strengthened Ministry of Education (MoE) with a robust commitment to capacity

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development and institutional reform will be central to the process of reforming the national education system. Major documents such as the *Teacher Education Strategy 2006-2015 and Action Plan 2006–2010* and the *Capacity Development Framework* are underpinning the aspirations of the Government of Lao PDR to achieve ambitious goals in this area. The government continues to prioritize the elimination of illiteracy, an education system that meets international norms and standards and a vastly improved teaching service including the effective deployment of quality teachers to remote, isolated and underserved areas. The ESDF provides an important means for bridging current education system gaps and ensuring achievement of education policy including linking the relevance of education content and learning with sustainable national development priorities.

13. The priority issues, gaps and constraints the ESDF addresses include:

1. an overall **quality improvement** of education including quality improvement to the recruitment, training, deployment and retention of teachers;
2. a significantly strengthened **teacher training system**;
3. **universal primary school education** completion by 2015;
4. gradual **expansion of secondary education**;
5. **strengthened management** of the education sector including significant strengthening of managerial capacity on the basis of an overall improvement in governance and human resource management;
6. **inclusive education** enabling equitable access to a quality education by disadvantaged populations; and
7. closer alignment between **education and employment** including the development of technical and vocational education and training in response to labour market demands and nationwide skill building.

14. All relevant national development plans highlight the importance of ensuring high-levels of literacy and numeracy through universal primary education. Policies reaffirm the national human resource development agenda for improving social well being, enhanced work force productivity and greater access to further education. A stronger relation between formal education and employment is a key underpinning feature of these plans. *The ESDF proposes policy targets and strategies for accelerating implementation of the NESDP, NGPES and NESRS. Recommendations from the ESDF Technical Working Groups (Focal Groups) set out in this document echo key strategic directions set in the NESDP and NESRS. Ultimately, achieving Millennium Development Goals in support of universal primary education is a central driver of the ESDF formulation process*<sup>9</sup>.

15. Government plans recognise the need for the school system to be responsive to labor market demands to meet key government objectives in support of human resource development. The ESDF proposes clear definitions and agreed strategies and targets for the education sector set out

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<sup>9</sup> The 5+4+3 school organizational structure and other cross-cutting issues in the ESDF are in the *National Education System Reform Strategy* and there is a decree issued for these education reforms to go ahead. The ESDF has been seen as the strategic plan for the national reform process and this is why the Technical Working Groups were set up and were then made official and operational in a decree in 2008. The work of the Technical Working Groups is central to this education sector plan and underpins the framework of priorities, strategies and actions throughout the document.

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in the NESDP and NESRS and other Government of Lao PDR policy documents. It offers a range of new strategies agreed to by Government and development partners for meeting MDG and Education for All goals and targets by 2015. The education reform strategy in the NESRS is based on government visions, policies and strategic directions articulated in the:

- *Resolution of the Eighth Lao People's Revolutionary Party Congress*
- *Sixth National Government Socio-economic Development Plan 2006-2010*
- *20-year Education Strategic Vision 2001-2020*
- *National Plan of Action for Education for All 2003-2015*
- *Vientiane Declaration of Aid Effectiveness*, November 2006
- *6<sup>th</sup> Education Development Plan 2006-2010*, and
- remarks of the Prime Minister on the *6-Principles for Education Reform* (July 2006 and July 2008)

16. Strategies for improving the performance of school education are detailed by the NESRS and changes to teaching, learning and assessment are recommended to assist in student retention and learning outcomes. Development partners, who constitute the major investors in the education sector, have adopted the measures suggested by the NESRS for education reform particularly in basic education. They consider the ESDF as the key action plan for education sector investment. Policy statements in conjunction with the content of the NESRS provide the Ministry of Education with a framework for determining education priorities. In terms of the current global economic and financial environment policies in support of technical education and vocational training and skills enhancement emerge across a range of thematic areas (improved education quality and relevance for instance). This reflects Government concerns about the employability of school graduates and the need for Lao PDR to meet pressing economic development goals. Government strategies include:

- expansion of basic education to all Lao ethnic populations;
- compliance of education policy with the *National Socio-economic Development Plan 2006-2010*;
- improved national education efficiency through a revised school organizational structure;
- revised curriculum, strengthened teaching, and improved learning with learning outcomes more closely aligned to employment;
- expanded access to post-secondary school education and training;
- expansion of technical education and vocational training; and
- ongoing support to *Education for All* action plans at the national and provincial levels.

17. The emphasis of priority areas is not only on school education and students but also on a better functioning, responsive and accountable national education system. Central to the objectives of the Prime Minister and Cabinet about the performance of the national education system is a more responsive central Ministry of Education, one that reacts quickly to reform processes. Enhanced cooperation between development partners is also sought as is evident with the cooperative efforts of the ESWG. An ongoing theme of central government policy and dialogue is the aim to have Lao PDR secure an education system that meets international standards. Government efforts to fully implement a K-12 school organizational structure and an increase in the number of internationally recognized universities across the country are symptomatic of these expectations.



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18. The policy platform of this ESDF has been developed as well as concrete targets and actions defined by a joint government/donor ESDF development team including the Secretariat, Steering Committee and 6-Technical Working Groups. The ESDF proposes new strategies and capacity development measures strengthening and accelerating central–provincial accord including expenditure assignment and service assignment. The need for an inclusive education system enabling equitable access to mainstream schooling by disadvantaged and vulnerable populations is high on the ESDF agenda. The ESDF provides an informed response for speeding up implementation of the Vientiane Declaration on aid effectiveness across the education sector. *Further, in an effort to secure FTI-CF accession and continuous funding, efforts will be made to secure development partner agreement on urgent priority action for the sector to help guide significant education sector investments by bilateral agencies and the multilateral development banks.*

19. The ESDF provides a budget and financing plan for the fiscal year 2009-2010 and an indicative financial plan for 2009-2015. The overall investment for the education sector plan will be in the order of US\$1,578 million of which 69% is recurrent and 31% is investment.. A financing gap has been identified which will require robust planning efforts between government and donors to bridge. In terms of an annual budget, the education expenditure as a percentage of government expenditure was around 8.5% over 2008/2009 and is predicted to rise to 10.2% over 2009/2010. This is quite low so improvement in this area is needed. To meet the targets set out in the ESDF that percentage of national government expenditure will need to rise to 18% by 2015. External assistance has been a major stimulus to the ongoing development of the national education system. This stimulus will need to be maintained.

20. The ESDF has been prepared at a time when the national education system of Lao PDR is in a state of transition, a transition requiring a substantial escalation in education sector investment owing to a large increase in pre-school enrolment and secondary school enrolments<sup>10</sup>. Owing to declining fertility rates primary school enrolment will begin to **decrease** but to achieve universal primary education completion enrolment will actually have to **increase** (by means of reduced dropout rates and greatly reduced repetition rates). Enrolment in secondary schools is set to escalate but again subject to satisfactory results in reducing dropout and repetition. The introduction of an extra year of lower secondary education will see the school organizational structure reach international norms on 12-years of formal schooling. The 5+4+3 school structure adds to expansion in secondary school enrolments and also places significant training and

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<sup>10</sup> The *Basic Education Sector Development Program* (BESDP) funded by the Asian Development Bank will make investments in education governance and this will be taken account of during the planning for ESDF implementation for FY2009/2010. The BESDP will provide essential support to Government policy areas key to moving the education forward towards a sector-wide approach for planning and funding. The BESDP will develop an action plan for teacher recruitment and deployment. It will also aim to support policy actions contributing to (i) ensuring increased resource mobilization to the education sector including rationalizing budgetary allocations for education; (ii) the design and implementation of an outcome-oriented budgeting and financial management system that will also lead to preparation of a Medium Term Expenditure Framework; (iii) strengthening teacher management through the preparation of a recruitment and deployment plan based on a teacher management information system (TMIS); and (iv) strengthen capacity for decentralized planning. The ESDF, BESDP and *Education for All National Plan of Action 2003-2015* will provide the foundation for sector wide planning overseen by the Ministry of Education and Education Sector Working Group.

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professional development demands on the teacher training system. The government will face major challenges in securing sufficient classrooms, additional teachers and a revised curriculum (K-12).

21. The approach to national education reform in Lao PDR has been cautious owing to the context described by the Prime Minister<sup>11</sup>. Constraints are recognized. Some 54% of primary schools nationwide consist of only one or two classrooms. Some provinces have an over supply of teachers whilst in remote and isolated area settlements experience chronic teacher shortages. Education service delivery is highly variable and heavily influenced by the commitment of local officials. As a result, in 2008 the Government of Lao PDR has declared that education is a national priority and the key driver for meeting government human resource development objectives highlighted in the NSEDP, NGPES and NESRS. The EFA MDA highlights challenges for Lao PDR and development partners such as the full implementation of the new school structure, incomplete schools, high dropout rates, establishment of a social security net, and a strengthening of school-community cooperation. The ESDF proposes a range of strategies to address these challenges including an inclusive education policy relevant to the cultural context of curriculum and schooling, and to education provision for children with special needs.

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<sup>11</sup> Comments by H.E. Bouasone Buphavanh, Prime Minister of Lao PDR addressing the meeting of core staff of the Ministry of Education, Professors of the National University and high-level Vocational School staff, Vientiane, 25 July 2006.

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## 2 Policy Framework and Priorities in the Education Sector 2009-2015

### 2.1. Basic Education

22. The *Education for All Mid-Decade Assessment* (2008) has set strategic directions and action for education sector development for the **short to medium-term**. Key action includes:

1. **expanded access to early childhood education/early child care and development (ECE/ECCD)**<sup>12</sup> opportunities including affordable expanded access strategies especially for poorer and underserved areas;
2. **equitable access to quality primary education** including affordable and cost-effective strategies and programs ensuring optimum levels of progression through primary schooling;
3. **expansion of lifelong learning** opportunities with innovative approaches for non-formal education especially for those who have never attended school; and
4. **gender parity** in accessing education opportunities.

23. These Ministry of Education agreed actions reflect the Prime Minister's commitment to:

- (i) ongoing reforms of the national education system including a commitment by the senior education sector management to the change process with a focus on national education system reforms, improved quality and access to education as well as the expansion of technical and vocational education and training (TVET) nation-wide, and
- (ii) achieve the *Education for All National Plan of Action* with an increasing emphasis on teacher development, teacher training, the teacher training curriculum, teacher deployment, teacher incentives and teacher societal responsibilities.

24. Owing to uneven progress of the national education reform process and some delays in achieving intermediate targets, it will require full commitment and efforts by all stakeholders to achieve key EFA expectations concerning education quality, equitable access and school completion by 2015<sup>13</sup>. There are many challenges ahead. It is estimated that at least 11% of the potential school population is still out-of-reach of any school. This issue needs to be prioritized and addressed in a consistent and comprehensive approach to ensure equitable access. The meaning of out-of-reach is a first step as the term applies equally to students unable to access school owing to distance and those who are simply not admitted to school, street children for instance. Pro-poor approaches for 'reaching' both will require different tactics. In relation to this, disadvantaged groups of children in Lao PDR are not easily defined<sup>14</sup>. Ethnicity, location of settlements and poor school

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<sup>12</sup> For the purposes of the ESDF Early Childhood Education (ECE) and Early Child Care and Development (ECCD) are used with equal meaning. The Education Law Articles 14 and 15 determine this educational level as ECE, other documents such as EFA NPA refer to it as ECCD. In this respect ECCD must be regarded as a form of ECE or as a synonymous term. Further on ECE will be used consistently to cover this educational level.

<sup>13</sup> *The Millennium Development Goals Report*, UNDP, 2007.

<sup>14</sup> Whilst the ESDF is being prepared additional technical assistance is being provided for the development of policy studies including studies in support of social development, inclusive education, education governance and

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retention rates of girls in rural areas are all contributing factors in measuring disadvantage. In early childhood education, there are still large numbers of untrained or unsuitably qualified teachers. In both pre-school and primary school, children with disabilities are poorly catered for. The elimination of illiteracy remains a Government priority. As many ethnic children enter formal school education without a grasp of the Lao language they are automatically disadvantaged when progressing from Grade 1 to Grade 2. This is a key cause behind high repetition rates and poor cohort survival rates.

25. Taking account of the need in Lao PDR to develop effective inclusive education policies and plans, there is a need for action for achieving equity, reducing gender and socio-cultural disparities, overcoming barriers and obstacles for girls and ethnic groups and ensuring equal access to a better and high-quality lower secondary school education and skills training. Such action is required owing to the ongoing disadvantage experienced by girls and ethnic groups in school education and the world of work. The ESDF reflects medium to long-term priorities based on agreed EFA principles of: (i) where possible, prioritize resource allocation to geographically targeted remote ethnic group areas, especially where gender disparities tend to be larger; (ii) promote participation of ethnic groups and females in education project activities; (iii) promote gender and ethnic-sensitive curriculum materials; (iv) address needs and constraints of ethnic students, female students, women teachers and education officers; and (v) strengthen the capacity of relevant institutions and agencies addressing ethnic and gender concerns and equality in education<sup>15</sup>.

26. Many single classroom or 2-room schools require quality improvements to the classroom and learning environment. There are over 4,500 such schools. With many of these schools including only Grades 1-3, student drop-out is inevitable. The *Education for All Mid-Decade Assessment* seeks the rapid elimination of incomplete primary school through both classroom expansion and school rationalization. Affordable measures to reduce the direct and indirect cost barriers for enrolment and sustained participation go hand-in-hand with this output. Both measures are central to the ESDF. School feeding programs are achieving some progress particularly in rural and hard to reach settlements in the northern provinces of Lao PDR. There is a causal linkage between nutrition and education and as the *Education for All National Plan of Action 2003-2015* proposes expansion of early childhood education to 5-year olds implications of child malnutrition for the education sector need to be explored<sup>16</sup>. In terms of early childhood care and development, there continues to be a severe shortage of trained pre-school teachers. The quality of care and education is constrained by the low number of qualified teachers<sup>17</sup>. There needs to be an assessment undertaken to determine the feasibility of the long-term development of pre-schooling. This should involve the prioritized

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institutional reform. Strategies for securing access to out-of-reach children and out-of-school youth will be explored in the relevant policy study (inclusive education).

<sup>15</sup> *Gender and Ethnic Groups Development Plan. Lao People's Democratic Republic: Basic Education Sector Development Program*, Asian Development Bank, Project No: 32312, July 2006.

<sup>16</sup> The World Food Programme's *Feeding the Future. A community-based approach to nutrition education* and its School Feeding Program provide valuable information and strategies for these projects.

<sup>17</sup> *Education for All National Plan of Action 2003-2015*, MOE, 2005, p.27.

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expansion of pre-schooling for 5-year olds. Collectively, these issues underpin both student and teacher absenteeism and present major obstacles for the quality improvement of education and national achievement of universal primary school completion.

27. For the **immediate** future, the policies and targets for basic education set out in the ESDF are consistent with implementation of the 5+4+3 school organizational structure which incorporates 9-years of high-quality basic education from the 2009/10 school year. This is a central reform element in the ESDF<sup>18</sup>. Within this reform other EFA actions and targets remain constant. A top priority is to ensure high-quality universal primary education by 2015 and nation-wide and equitable access to 4-years of lower secondary education by 2016. As drop-out of students from schools continues to be a serious constraint to achieving universal primary school completion, issues concerning the quality of education have to be addressed. Students having to repeat Grade levels owing to language issues is one of the contributors to school drop-out. Lao PDR's 47-poorest districts bear the brunt of these burdens and efforts will need to be made to improve the situation of children in these districts.

28. Strategies for addressing repetition include the better deployment of teachers, a lower dependence of schools on parental contributions (school fees) and the phased introduction of block grants for schools alongside the phased introduction of progressive promotion in primary school. Students will require better access to textbooks and other instructional materials. A fundamental problem facing basic education is the need to complete existing incomplete schools by multi-grade teaching alongside appropriate staffing until the shortage of classrooms is solved. The best teachers are required for such schools and incentives must be in place to recruit and attain quality staff. *Schools of Quality* piloted by UNICEF and subsequently adopted by the Ministry of Education as Government policy offer a sound model for increasing Grade 1 enrolment rates, reducing repetition in Grades 1-5, preventing drop-out and securing a general improvement in the quality of teaching and learning.

29. In secondary education, in urban areas, enrolment in lower secondary schools has reached full capacity and there are similar patterns emerging in upper secondary school. In rural areas, students face financial and other constraints and may need to work rather than pursue formal education. Cyclic constraints lead to rural livelihood demands that often can be more pressing than the motivation for pursuing formal education. Recent studies advise that transition rates between lower and upper secondary school have been declining in both poor and non-poor districts over the past 3-years. The strongest decline is in poorer districts. Central to the success of the ongoing reforms will be a significant expansion of classrooms as the volume of enrolment in secondary schools increases<sup>19</sup>. Integrated lower and upper secondary schools will require new measures and guidelines

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<sup>18</sup> The Ministry of Education is currently planning for the new school organizational structure. The ESDF advisory team has provided the Ministry with 3-scenarios for phasing in Grade 12. One scenario enables MoE to delay the introduction of Grade 12 until 2014/2015 enabling the first new Grade 6 students to progress to the new Grade 12.

<sup>19</sup> The increase in access to a secondary school education will require the Ministry of Education, Ministry of Social Welfare and Labor, and Ministry of Planning and Investment to coordinate planning to ensure that the supply of secondary school graduates can be absorbed by labor market demand. Transition rates in rural areas maybe declining as parents recognize the poor economic returns from an upper secondary school education owing to the low demand for graduates in the formal employment sector.

on the strengthened role of school principals, school boards/committees and that of senior teachers. New measures in relation to school reporting, school performance agreements and the issue of annual report cards will need to figure prominently in the first Annual Implementation Plan of the ESDF covering 2009/2010. The ESDF identifies target areas where new legislation will be required<sup>20</sup>.

30. The ESDF has a key policy in support of progressive promotion. A phased and incremental approach is recommended based on an initial small-scale pilot, to be evaluated with a view towards scaling up in the medium-term. Progressive promotion works better if implemented alongside additional support to slow learners, innovative approaches to child-centered learning and student assessment, the quality improvement of teachers and greatly expanded access of students to textbooks. This policy requires participating schools to prepare a whole school development plan including continuous student assessment. However, the monitoring of school performance by the provincial and district levels of education must be strengthened as experience has shown that under-performing education officers at these levels contribute to poor results in progressive promotion and improved retention of students. Even during the pilot period, it is recognized that a certain number of students might need to repeat classes owing to the need to introduce Lao language as the language of instruction in Grades 1 and 2. There is a risk that the quality of education for these students will decline if they are progressively promoted through each grade despite not having acquired the required skills and competency.

31. For early childhood education and primary and lower secondary education, the **immediate** priority is the estimate the number of new classrooms that will be required to meet EFA targets by 2015. New classrooms will also be required for an expanded secondary school system. School feeding programs will need to achieve better coverage as more 5 and 6-year olds enter classrooms. The need to ensure the supply of adequately trained and motivated teachers is also pressing as communities will not commit to school infrastructure activity unless they are certain that they have the required teachers. So, new classrooms and teachers represent the main challenge for the ESDF for the short-term.

### Early Childhood Education, Primary and Lower Secondary Education

Expanded ECE provision for 5 year olds through pre-school, kindergarten and community-based play group approaches.

**Target:** 39% new admission rate in community-based play groups, pre-school and kindergarten. Gradual expansion of admissions of 5-year olds into pre-schools to 26% by 2015. Expanded school feeding to 39 districts

Increased primary school net intake rate for 6 year olds in Grade 1 incorporating school readiness programs.

**Target:** 98% primary school gross intake rate by 2011 based on completion of incomplete schools. 100% primary school net intake rate from 2012. Expanded school feeding program to 39 districts..

<sup>20</sup> Policies, actions and targets set within the ESDF are complimentary to those detailed in the Education for All National Plan of Action 2003-2015, MOE, 2005.

Increased net enrolment of students in primary school Grades 1–5 and lower secondary school Grades 6–9.	<b>Target:</b> 98% net enrolment rate in primary school from 2015 and 75% gross enrolment rate in lower secondary school from 2015. Introduction of block grants for students with special needs.
Improved progressive promotion rates across Grades 1–5 and Grades 6–9.	<b>Target:</b> 98% progressive promotion rates for primary and lower secondary education from 2015 onwards.

## 2.2 Inclusive and Non-Formal Education in Basic Education

32. Integrated throughout the ESDF is a recognition that an inclusive education system is required to reduce barriers to formal school education. The inclusive education strategies, priorities and actions will be instrumental for achieving MDG, EFA and the overarching policy goal of equitable access until 2015. Inclusive education entails a focus on reaching the poorest children across the country and also involves pro-poor approaches to social development. Inclusive education actions to be implemented through this education sector plan will especially target girls, children with disabilities, ethnic populations and children in isolated and underserved areas to enable better school access and retention for these children. An **immediate** priority is that out-of-reach children will need to be captured by means of an expanded safety-net. Many of these children are found in Lao PDR's poorest villages. Multi-grade classrooms and a mobile teaching strategy would appear to be the most immediate response. For the **short-term** to **medium-term** provisions for inclusive education will focus on improved measures for increasing adult literacy and actions that will ensure more effective participation of girls and women in civil society as well as the national economy. The ESDF supports social development and inclusive education in all policy areas.

33. It is proposed that disability awareness is built into an ESDF inclusive education policy. Children with severe disability are poorly catered for in the national education system. As measures for inclusive education in this area are expensive means for bringing these children within reach will need to be identified taking account of affordability. It is proposed that a major policy study be undertaken over 2009 to identify strategies for caring for the disabled and providing them with some access to school education.

34. The ESDF fully supports the *Gender and Ethnic Groups Development Plan* (2006) prepared within the ADB supported *Basic Education Sector Development Program*. This plan reflects policy and action within the *National Growth and Poverty Eradication Strategy* (2004), the *Sixth Socio-Economic Development Plan 2006-2010*, *Education Strategic Vision 2000-2020* and *Education for All National Plan of Action 2003-2015*, providing guidelines for ensuring equity and gender equality including access to education and skills development especially for ethnic girls in poor and disadvantaged areas. *The ESDF supports critical EFA NPA targets regarding gender mainstreaming including (i) gender equality in education to secondary school level and (ii) curriculum development and teacher training oriented towards eliminating biases against girls.*



**Table 1: Female representation within the education sector, Lao PDR<sup>21</sup>**

Level	Position Description	No.	% Female	Income in (Kip 'ooo)
I.	Vice Minister, Rector of University	3	33%	80,000
II.	Director General, Deputy Rector of University, Dean of Faculty	38	2.65%	25,000
III.	Deputy Director, Head of PES, Director of TEI, Vice Dean	141	9.92%	19,000
IV.	Head of Division, Deputy Head of PES	280	12.5%	14,000
V.	Deputy Head of Division, Deputy Head of Department, Director of Upper/Complete Secondary School, Head of Division of PES, Head of Division NUoL, Head of DEB, Director of TVET	895	8.93%	10,000
VI.	Deputy Division, Deputy Head of DEB, Director of LSS	2,081	8.72%	7,000
VII.	Director of Primary School, Head of Unit of DEB	5,755	8.58%	5,000
VIII.	Technical staff, teachers, personnel (no titles)	44,738	51.43%	5,000
	<b>Total</b>	<b>53,915</b>	<b>44.17%</b>	

35. Pro-poor and inclusive education policies and nonformal education policies and actions detailed within the *Education for All National Plan of Action 2003-2015*, are not repeated here but will be drawn upon as key nonformal and inclusive education action in the first ESDF implementation plan for school year 2009/2010<sup>22</sup>. One area of focus spelt out in the ESDF is re-entry programs for Grade 3-9 students who have been out of school for up to 3 years. A priority will be to establish criteria which enable out-of-school children to re-enter the school system.

36. The development of an integrated and relevant inclusive education curriculum is a key area of the education reform process, including the ECE school readiness curriculum, NFE curriculum, local curriculum and vocational skills learning. The problems have been identified and solutions are being addressed through the development of curriculum policy. Still, national implementation presents major challenges during the timeframe of this ESDF. The *Teacher Education Strategy 2006-2015 and Action Plan 2006-2010* provides for the interventions needed to increase the number of female teachers, teachers from ethnic populations and teachers of children with special needs. These interventions will further contribute to the achievement of an inclusive education strategy. The aim is to ensure that these issues permeate ESDF actions across all areas with informed policy studies due early 2009 to inform action.

<sup>21</sup> *Gender and Ethnic Groups Development Plan. Lao People's Democratic Republic: Basic Education Sector Development Program*, ADB Project No: 32312, July 2006. This plan is based on an earlier gender and ethnic strategy within the World Bank supported *Second Education Development Project*.

<sup>22</sup> These include: (i) Objective 2.3: promote demand for primary education from girls, ethnic groups and the poorest families; (ii) Objective 2.4: improve access of children with special needs in all provinces to complete at least primary school; (iii) Objective 2.5: increase access of socio-economic disadvantaged children to complete at least primary school; (iv) Objective 3.1: develop the lower secondary school network in such a way as to increase the enrolments of ethnic group children, girls and children from rural and remote areas and to selectively respond to demand from Grade 5 students; (v) Objective 3.4: increase enrolment of disabled children; (vi) Objective 4.1: develop a comprehensive nonformal education policy, strategy and plan; (vii) Objective 4.5: establish a nonformal schooling system for school dropouts and children not attending formal primary school; and (viii) Objective 4.6: provision of nonformal primary education to children and youth in disadvantaged areas.



## Social Development and Inclusive Education

Development and implementation of a national inclusive education policy. New curriculum programs responsive to the needs of disadvantaged populations.	<b>Target:</b> Upgrade the pre-service and in-service teacher education content to address inclusive education policy based on gender awareness, ethnic diversity, children with special needs and disabled learners.
Development and implementation of a national inclusive education policy. New curriculum programs responsive to the needs of disadvantaged populations.	<b>Target:</b> Prepare and endorse guidelines on the design and equipping of inclusive education schools and criteria for opening an inclusive education school. Increase the number of inclusive education schools according to the number of disadvantaged children in a district and across a province.
Increased enrolment in non-formal education programs with an increased investment in village-based community lifelong learning centres.	<b>Target:</b> Improvements in the design of NFE vocational and rural skills training programs. Annually enrol 2% of illiterate adults and 20% of primary school dropouts in non-formal primary courses. Annually enrol 2% of illiterate adults in adult literacy programs.

### 2.3 Post Basic Education

37. With the introduction of the 5+4+3 school organizational structure, a steady expansion of enrolments in both lower and upper secondary schools is taking place. The strategy within the ESDF is for a gradual expansion of upper secondary school education, including enhanced provisions for secondary school vocational education and post-secondary technical education. Provisions in support of expanded Grade 6-9 schools are more urgent.

38. The Government places significant emphasis on ensuring that formal education is responsive to the labor market including new and emerging economic sectors requiring new trades. Participation in technical and vocational education and training is still low compared with participation in general education with a gross enrolment rate of only 0.42 percent in vocational programs and 0.50 percent in technical programs in 2008. In 2005/2006 Lao PDR had a total of 12 Vocational Training Institutions. According to the *Master Plan [for] TVET 2008-2020*, 22 Integrated Vocational Education and Training Schools (IVET) with a capacity for around 500 students each will be established by 2015<sup>23</sup>. Accordingly, provisions for technical and vocational education and training need to be strengthened. Key government policies in support of TVET and post-basic education include:

<sup>23</sup> The *Education for All Mid-Decade Assessment* (2005) secures MoE agreement on: (i) positioning IVET as the main national human resources development strategy, linking general education to employment; (ii) formalizing and operationalizing IVET, especially formulation for formal, non-formal and apprenticeship training programs and the use of diversified training providers, as well as standardizing trades testing and certification; and (iii) formulation of an industry cooperation program and the application of a labor market and demand-oriented IVET development concept with corresponding legal and regulatory provision (p.100).

- (i) expansion of the role of the National Vocational Council<sup>24</sup>;
- (ii) setting new education and training standards for the vocational training and technical education syllabus including new curriculum programs meeting societal demand;
- (iii) development of degree level courses for TVET teachers in training<sup>25</sup>;
- (iv) strengthening of relations between TVET colleges and private and public sector enterprises;
- (v) provision of occupational training;
- (vi) general expansion of opportunities for students to enter upper secondary schools, vocational schools/colleges and university;
- (vii) expansion of TVET colleges and opportunities for upper secondary school graduates to continue formal training through post-secondary TVET colleges; and
- (viii) installation of at least one quality integrated TVET College in each province<sup>26</sup>.

39. The policy reform for higher education and teacher education is guided by the need to accelerate supply of graduate teachers in secondary schools and gradually the whole teaching service. This includes revisions to the structure and function of provincial teacher education institutions (TEI) for teacher training of Grade 12 graduates. The capacity of TEI staff requires further strengthening through more professional development opportunities. The functions and responsibilities assigned to TEIs will expand including the review and revision of the teacher education curriculum. The *Teacher Education Strategy 2006-2015 and Action Plan 2006-2010* and Teacher Professional Development guidelines and strategies provide the necessary range of interventions. The ESDF proposes that 20% of all teachers receive in-service training annually.

40. The Faculty of Education at the National University of Lao (NUoL) will take leadership in the reform process in support of high quality teacher training. As it is difficult to recruit quality teachers to remote, isolated and underserved areas, school graduates from these areas will be targeted to encourage them to enter teacher training. The provision of incentives for such students and housing subsidies for graduates willing to be appointed as teachers to underserved areas is a key policy. The ESDF acknowledges the pressing need to upgrade TEIs in preparation for university level teacher training. The ESDF contains advice on strengthening higher education. The current Government plans provide for a significant increase in the number of universities across the country. *Lao PDR will secure strong progress in higher education development and reform owing to both public and private investment including new investments by bilateral and multilateral agencies.*

### Upper Secondary Education

Increased enrolment in Grades 10-12 with parity in gender enrolment and parity between students from all socio-economic groups.

**Target:** Gross enrolment rate of 75% by 2020<sup>27</sup>.  
Expanded private provision of upper secondary schooling with the required new regulations and involvement of the Quality Assurance Center.

<sup>24</sup> See *Master Plan TVET 2006-2020*, (draft) June 2008, p.36.

<sup>25</sup> This includes upgrading Teacher Training Schools into Teacher Training Colleges.

<sup>26</sup> This will be modelled on the Government of Germany funded *Integrated Vocational Education and Training System Project*.

<sup>27</sup> The NSEDP sets a target of 40% by 2015. The ESDF's strategy for reducing repetition and dropout should enable the suggested target of 75%.

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Increased enrolment in upper secondary vocational education including gender parity and parity between students from all socio-economic groups.

**Target:** By 2015 25% of total upper secondary enrolment in upper secondary vocational schools with 50% female and a minimum of 20% from the poorest families.  
20 model upper secondary schools throughout the country by 2015.

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### TVET and Youth Skill Building

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New education and training standards for the vocational training and technical education syllabus including new curriculum programs meeting labor market demand<sup>28</sup>.

**Target:** Strategies and targets set out in the TVET Master Plan selected and endorsed by MoE by 2010.  
40% of TVET students receive scholarships from 2010.

Increased enrolment of students in different types of technical-vocational schools and colleges including upper secondary vocational schools.

**Target:** Minimum of 50,000 students from 2015 with 50% female and 20% from the poorest families.

Increased enrolment in TVET colleges and institutions to agreed government targets.

**Target:** Strategies and targets set out in the TVET Master Plan selected and endorsed by MoE by 2010.  
300 new TVET graduate instructors and teachers per annum from 2012.

Expansion of TVET colleges across provinces and opportunities for upper secondary school graduates to continue formal training through post-secondary TVET colleges.

**Target:** One TVET college in each province with pathways and articulation to advanced institutions.

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### Higher Education and Teacher Education

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Increased enrolment in higher education institutions.

**Target:** 50% female enrolment across higher education and teacher education.  
Improved university access to poorer students by means of scholarships (20% of total enrolment).  
40% scholarship provision for teachers in training (TEI enrolled).  
80% of university students full fee paying.  
Full government support to private university development.

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<sup>28</sup> In keeping with the EFA National Plan for Action (2005), the ESDF supports action to improve effective technical education, vocational training and rural skills training programs to disadvantaged groups. The ESDF also supports the development of a national qualifications and training framework and accreditation system to enable the skills of trained individuals to be assessed against nationally defined and accepted job-entry competencies. The proposed qualifications framework will aim to cover formal, nonformal and informal sectors.

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Improved equity in access to higher education from all 17 provinces producing qualified Grade 12 graduates.

**Target:** 30% of higher education enrolment comes from outside the 3 provinces currently served with universities based on agreed and affordable quotas.

Improve the quality and relevance of formal schooling by (i) strengthening the management and coordination of the delivery of teacher education, (ii) developing a comprehensive but flexible teacher training curriculum and (iii) transforming provincial teacher education institutions into award bearing Degree institutions for trainee teachers.

**Target:** Decrees issued over 2010 in support of strengthening teacher training and enabling teacher education institutions to offer a 12+3 degree programs from 2012 onwards with a total enrolment of around 15,000. New teacher training curriculum developed over 2010-2012 reflecting the 5+4+3 school organizational structure. 20% of teachers receive in-service training annually.

## 2.4 Improved Education Sector Governance and Performance Management

41. Taking account of the advice, recommendations and strategies of the *Capacity Development Framework*, attention will be paid to strengthening education management in general and of each level of education administration from central to the school-community level. This will enable the full implementation of Government policies and education sector plans. Strategies will focus on a realignment of human and physical resources by level, category and function. With progressing service assignment to lower levels and the introduction of school block grants, the capacity of District Education Bureaus (DEB) will need to be strengthened. DEB staff will have to provide training to school principals, school committees and teachers in service. Strategies for strengthening the DEB are detailed in the *Capacity Development Framework*. They will be integrated into the implementation plans for the ESDF. The process of institutional reform and capacity development will be carefully planned and implemented according to a phased, incremental, time-bound and benchmarked program. The ESDF costing model includes a 15% increase in investments (per annum) in support of capacity development of each level of education administration.

42. Village Education Development Committees (VEDC) will support education service delivery and development at the community level. The ESDF supports local initiatives to establish VEDCs throughout the country with full community-level support to achieve inclusive education and the meet goals set by Government and MoE through the *Education for All Mid-Decade Assessment*. MoE will establish the regulatory framework for VEDCs to enable them to support enhanced school-community management. This is taken up further in Section 3 of the ESDF. Once school block grants scale up from a pilot program to full national implementation, the VEDCs as key community agencies will play a crucial role in the management of school block grants, school operational budgets and school development planning.

## Strengthening Education Management and Human Resources

Revised legislation and regulations consistent with revisions to staff functions, responsibilities and mandates at the central, provincial and district levels including primary and secondary school education responsibilities for VEDCs.

**Target:** MoE to set parameters for the upgrading of managers and teachers by 2015. The *Capacity Development Framework* drawn on as a baseline for determining targets. Additional technical assistance provided by the ESDF in Governance and Institutional Reform over first quarter of 2009.

Realigned functions and operational guidelines for the implementation of revised responsibilities at all levels to strengthen education management<sup>29</sup>.

**Target:** Complete organisational assessments and functional reviews of central MoE, provincial PES, DEB and VEDC and formulate guidelines for revised operations by the end of 2010. Revised expenditure and service assignment at each level of education administration with school block grants assigned under the central MoE budget.

Revised policy and regulations for delegating authority to provincial education authorities for teacher supply planning.

**Target:** Issue a decree outlining supply and demand guidelines and respective central, provincial, district and TEI responsibilities by the end of 2010 against agreed pupil: teacher ratio (PTR) norms.

Equitable deployment and distribution of better qualified teachers across urban, rural and remote schools.

**Target:** Establish a PTR-based school staffing norm with implementation planned for 2010. Revise regulations and operational guidelines for matching teacher supply and demand within teacher education institutions.

## 2.5 Pro-Poor Financing

43. Of Lao PDR's 142 districts some 70 have been identified as poor. But there are also some 47 districts classified as very poor (poorest). These 47-poorest districts will be the focus of pro-poor support in the ESDF including the provision of scholarships for school children who would normally drop-out of school or never enter school in the first place. Support to the 47-poorest districts will be prioritized in the first *ESDF Annual Implementation Plan, 2009-2010*. However, as the ESDF is a national education sector plan, the situation of the poor across the country must be understood. There are strong disparities across all provinces in most education indicators. Net enrolment rate in Vientiane City and Vientiane Province is above 90 percent. The net enrolment rate in Luang Namtha, Phongsaly and Saravene are around 50 percent. This means there is insufficient access to school education in rural, remote and underserved areas especially for ethnic students and girls. This is due to various factors including the limited coverage of the school network which does not reach all

<sup>29</sup> Implementation planning for the ESDF will take account of progress in the BESDP. The BESDP has strategies in support of capacity development and institutional reform including: (i) approved regulations and revised manuals to strengthen the role and responsibilities of PES and DEB in relation to decisions to the primary and lower secondary school network; (ii) support for ensuring that national policy is executed at the local level; (iii) MoE issuing directives to PES to report their budget and actual expenditure in an outcome oriented budget format and processes, and (iv) MoE issuing regulations and revised manuals for teacher recruitment and deployment. The BESDP will also work with MoE on a directive requiring the PES to prepare provincial plans based on school mapping and aligned with a new budget format and processes.

villages. As noted, over 4,500 schools consist of only one or two classrooms and this makes access to Grade 4 and 5 difficult for students in remote, isolated and underserved areas. This means that 57 percent of primary schools and up to 70 percent of schools in the poorest districts are still incomplete which prevents students from completing primary schooling. On the demand side, school-related expenses including informal fees and contributions, the need to involve all family members in securing basic necessities and distance to school discourage enrolment or continued schooling, particularly that of girls. Linguistic diversity among ethnic groups creates another barrier to participation in education.

44. Poorer districts are also those where the proportion of incomplete schools and multiple classes is higher. Poorer districts receive fewer resources, especially in terms of qualified teachers, since any assessment of disadvantage must take into account not only the teacher per class ratio, but also the proportion of multiple grade classes which is another way of reducing the number of teachers needed. The higher the proportion of incomplete schools and multiple grade classes in the district, the lower the average promotion rate. A study focusing on poverty and school attendance produced a profile of school repeaters<sup>30</sup>. It found that: (i) they are more frequently boys than girls; (ii) the age spread of repeaters in each Grade is large with a significant proportion of aged pupils; (iii) one fourth of repeaters in Grade 1 were not given homework and one fourth of those given homework did not have it corrected; (iv) about two thirds of repeaters declared being often absent from school; (v) repeater's parents combine multiple activities in most households; and (v) some 22 percent of repeaters cited household chores as a cause of absenteeism.

45. Under the ESDF, an education financing strategy and appropriate tools and instruments will be introduced addressing the needs of the poor and vulnerable parts of the population to enable them to fully participate in the education. The policy goal for education financing is that no students will be excluded from access to education and training opportunities due to inability to pay formal or informal charges or contributions. A key goal is to put in place fair and equitable financing mechanisms taking account of affordability for Government and parents. A policy priority will be to increase predictability in the resourcing of the education sector through an education sector medium-term expenditure framework including Government, development assistance, and private sector finance. Action for reducing cost barriers to the poor is also discussed in Section 3 (assuring equitable access to education services). A key strategy involves ensuring equitable access to all levels of formal schooling. 20% of secondary school students will receive a scholarship based on pro-poor selection criteria.

### Reducing Cost Barriers for the Poor

Abolition of registration and instructional fees for students in early childhood playgroups, primary, lower secondary, NFE and teacher education.

**Target:** Issue of a decree, regulations and compliance monitoring guidelines in 2010.  
MoE instructions and guidance on a pilot scheme for the phased and incremental introduction of fee abolition.

<sup>30</sup>

Claude Tibi, *Student Repetition Study Mid-Term Report*, EDP2/World Bank policy studies, 2007.

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<p>Introduction of formulae and unit cost based non-salary school block grants to all primary and secondary schools to offset loss of school income through abolition of fees.</p>	<p>47-poorest districts used as pilot districts for the abolition of fees and school registration costs.</p> <p><b>Target:</b> Issue of a decree, regulations and compliance monitoring guidelines in 2010, with a nationwide information and advocacy campaign. MoE guidance on a pilot scheme for the phased and incremental introduction of fee abolition.</p>
<p>Inclusion of students from poorer or disadvantaged backgrounds through provision of an expanded scholarships program for primary, lower and upper secondary education.</p>	<p><b>Target:</b> By 2015 20% of all Grade 4 and Grade 5 students receive pro-poor scholarships commencing by 10% from 2010.</p> <p>20% of all lower and upper secondary students receive pro-poor scholarships against agreed eligibility criteria commencing by 10% from 2011.</p>

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### 3. Strategic Framework and Priorities: 2009-2015

#### 3.1 Assuring Equitable Access to Education Services

46. The strategy in the ESDF for improving equitable access and quality schooling consists of action to stimulate demand for education whilst ensuring the supply of required education services including the better deployment of teachers in service. This education sector plan proposes 4-main approaches:

- reducing cost barriers for basic education with cost sharing for post-basic education services;
- reducing repetition and dropout with priority for improvement in the situation of children in Grades 1–5;
- enabling greater private sector and community participation in Grades 10-12, higher education and TVET through demand-led recurrent and investment financing; and
- education facilities development focusing on reducing the number of incomplete primary schools and expanding Grade 6–12 provision in underserved areas. This will involve a significant program of classroom expansion.

47. The Grade 1-12 school structure will be a major enterprise for the MoE and the subnational levels of education administration. Although the ESDF provides a wide range of priorities, strategies and actions, the primary focus of Government for the short-term will be preparing the nation for a new school system; one that has a robust set of curricula for all grades. As this new system must be enabling for ethnic populations and girls, a renewed focus on inclusive education will be required. Poor progression of rural girls through secondary schools is an immediate priority. Progress in reducing repetition and dropout can be secured by means of an improved teaching force which is represented by well trained women particularly at the managerial level.

**48. Immediate** priorities of the ESDF are to (i) prepare a plan for the expansion of primary school classrooms across the nation including isolated and hard-to-reach locations; (ii) ensure the adequate provision of teachers to these classrooms; (iii) completion of all *incomplete* schools; (iv) introduce Grade 9 in lower secondary education from 2009 and (v) establish a new Grade 1 and Grade 12 curriculum in an agreed time frame. To meet the targets of the ESDF for secondary education the re-training of suitable staff as lower secondary school teachers is another priority. This may be achieved through upgrading existing primary school teachers who can be appointed as subject specialists in lower secondary schools. Therefore, robust provisions for the training of teachers in service will need to be in place. The necessary planning work for this will be undertaken by the Department for Teacher Education of the MoE in collaboration with the responsible Teacher Education Institutions.

49. The **short to medium-term** priorities are: (i) development and introduction of suitable quality ECE facilities including nurseries, kindergartens, early childhood play-groups/play grounds and pre-



schools as well as short school readiness programs for 5-year olds. Local initiatives to establish ECE facilities at the village and community-level will be encouraged and supported; (ii) elimination of primary and lower secondary school registration and instructional fees. This will be based on a phased approach accompanied by a nationwide public information campaign; (iii) community-based infrastructure projects and incentive systems to phase out incomplete schools. This entails robust action on the construction of new classrooms<sup>31</sup>; and (iv) reduction in direct and indirect cost barriers for poor families through appropriate actions including school feeding support and nutrition education and measures to reduce a school's reliance on parental contributions. Under the ESDF, the Ministry of Education will commence a program for piloting progressive promotion across the 5-years of primary school education. Initially this scheme will be piloted across a range of districts for Grades 1, 2 and 3 focused on complete schools. A policy study will need to be conducted in early 2009 to devise the appropriate strategy including a phased, incremental, time-bound approach.

50. The **medium** to **long-term** priorities are to expand even and uniform lower and upper secondary school provision as the throughput from primary schools increases. There is need to strengthen the links between upper secondary education, TVET, higher education and teacher education. Additional TVET and higher education infrastructure will be established owing to TVET expansion and private sector/bilateral investment in university growth<sup>32</sup>.

### Reducing Cost Barriers for Education

Phased introduction of a block grant for community-based play groups and kindergartens including short school readiness programs before primary school entry.

**Target:** Introduce a scheme of block grants and operational budgets with an enrolment target of around 250,000 by 2015.  
 Reach an enrolment rate of 17% for 3 and 4-year olds by 2015.  
 Reach an enrolment rate of 45% for 5-year olds by 2010 and 55% by 2015.  
 Reach a 30% share of enrolment in community kindergartens by 2015.  
 Reach a 30 % share of enrolment in private kindergartens by 2010.  
 The 47-poorest districts used as pilot districts for the introduction block grants for community-based play groups.

<sup>31</sup> There is an expectation that communities/villages will play a key role in classroom renovation and/or construction. As such classrooms will be temporary in nature, preliminary planning will need to take place to ensure some level of sustainability. Communities will need to be certain that teachers have been appointed before construction takes place.

<sup>32</sup> The EFA National Plan of Action has policy support for developing and mandating specific building and equipment standards for the construction, furnishing and equipping of TVET centers as well as minimum standards for accreditation of private training institutions and dual cooperative training places. The ESDF reflects this policy commitment.

Elimination of formal registration and instructional fees for primary and lower secondary education offset by a phased and incremental scheme of school block grants<sup>33</sup>, school operational budgets and school development plans.

**Target:** Gradual abolition of school registration and instructional fees in Grades 1-5 nationwide from 2010 onwards and Grades 6-9 from 2012 onwards with a public information campaign from 2010. 47-poorest districts receive school block grants as a priority. 70 poor districts brought on stream through a phased, incremental, time-bound and benchmarked process.

Provision of pro-poor subsidies and scholarships to children from poorer families for school Grades 6-9 and targeted Grade 1-5 subsidies.

**Target:** Expansion of primary school feeding program to cover 39 districts by 2015. Expanded Grades 6-9 scholarships program for 20% of students from 2010 onwards beginning with the 47-poorest districts. The *National Plan of Action for the Elimination of Child Labour and Combat Trafficking in Children and Women* reinforced to ensure that all children can enter school. Policy studies on the selection of poorer families for scholarships in place by the end of 2010.

Increased level of scholarship provision for trainee teachers based on acceptance of remote posting and pro-poor scholarship allocation to other sub-sectors.

**Target:** All students entering teacher training on scholarships by 2010. Preparation of a road map on teacher education systems development by 2011 (based on Objectives 6.1-6.12 of the EFA NPA). Around 20% of students in upper secondary school, TVET and university awarded scholarships.

### Reducing Repetition and Dropout

Increased promotion rate from Grade 1-9 and transition rate from Grade 5-6 through setting up progressive promotion with remedial classes to address student performance.

**Target:** EFA NPA target of a maximum 3% repetition rate of Grade 1 students by 2015. Conversion of incomplete schools to complete schools by 2015 including community construction of temporary classrooms<sup>34</sup>. Expansion of primary school feeding program to cover 39 districts by 2015.

Reduced dropout and improved attendance rates across Grades 1-9 through subsidies and scholarships for the poorest students and a range of complementary targeted incentive strategies including school feeding and improved admission of disabled students.

**Target:** Dropout rate significantly reduced in line with EFA NPA projections. Provision of access to a primary school by underserved villages by 2015 including those from the poorest districts. Incorporate 30% of children with light disabilities into Inclusive Education schools by 2015.

<sup>33</sup> MoE will steadily reduce a school's reliance on parental contributions with school block grants. It is proposed in the ESDF costing schedule that each student will attract 100,000 kip (per annum) in determining each school's block grant threshold. MoE proposes to have a phased introduction of school block grants subject to Ministry of Finance medium term expenditure budget and finance plans. The approach for reducing a school's reliance on parental contributions will be based on a MoE/MoF agreed phased, incremental and time-bound model beginning with Lao PDR's 47-poorest districts.

<sup>34</sup> As there are in excess of 4,500 incomplete schools, it will be difficult to set a construction target within a 6-year period. A target has not been set in the ESDF but MoE will need to estimate requirements for reaching MDG2 with the required classrooms.

Improved regulation of age 6 entry into Grade 1 and increased ECE opportunities for 5 year olds.	<b>Target:</b> Expanded school feeding program for 6-year olds from 2010 onwards. Expanded community-based nutrition programs for 5-year olds from 2011/2012.
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### Enabling Greater Private and Community Participation

Preparation of a cross-cutting policy and strategic plan for public-private partnerships in various education sub-sectors and programs, including Grades 10-12, higher education, TVET, ECE and community learning centers.	<b>Target:</b> Detailed operational strategy and action plan in place by 2011.
Restoration and expansion of the community learning centres network through support for Village Education Development Committees.	<b>Target:</b> Detailed operational strategy and action plan by 2011.

### Targeted Education Facilities Development

Provision of new and additional classrooms with multi-grade teaching in villages and village clusters without a complete primary school with all 5 grades <sup>35</sup> .	<b>Target:</b> 85% coverage by 2015.
Introduce basic education cycle schools of Grades 1-9 through the provision of additional classrooms in selected locations without a Grade 6-9 school facility.	<b>Target:</b> 85% coverage by 2015. Additional Grade 6-9 facility based on 1 lower secondary school for every 4 primary schools.
Provision of additional classrooms and facilities for upper secondary education, IVET centres and transformation of TEIs into full degree award bearing institutions possibly co-located on one site.	<b>Target:</b> Completion of additional facilities by 2015.

## 3.2 Improved Quality and Efficiency of Education Services

51. Quality improvement and assurance is driven by a combination of supply-side strategies (availability of books and qualified teachers) and better governance focussed strategies including school and student performance monitoring. ESDF priorities emphasise improving staffing efficiency and performance to secure sufficient recurrent funds for school operations. The strategy for quality and efficiency proposes 5-entry points:

- **Curriculum Development and Instructional Materials Provision**
- **Pre and In-Service Teacher Training and Staff Development**

<sup>35</sup> During ESDF implementation, planning studies will be undertaken to define sustainable strategies for reducing the number of incomplete schools. Completing incomplete schools is most effectively achieved by means of multi-grade teaching supported by an inclusive curriculum. In some rural areas, many villages are far removed from the nearest complete schools. Children cannot walk to these schools so the most effective means for these schools to become complete is through multi-grade teaching. This approach to teaching though, requires the best teachers. A strategy for recruiting the best graduates from teacher education institutions to these schools is central to the ESDF. Incentive payments including housing is provided.

- *Equitable Teacher Deployment and Distribution*
- *Teacher Performance Management, Remuneration and Incentives*
- *Improved School and Student Performance Monitoring*

52. The **immediate** priority is to ensure that the quality of the curricula for Grades 1 to 12 will be at the required international standard with well defined learning outcomes. Taking account of this agreed education standards based on student learning outcomes will need to be revised for the proposed K-12 curriculum framework. There is also an **immediate** priority to recruit and train new teachers to staff an expanded school system. As training takes 3 to 4 years, action in this area is an urgent priority if MDG2 is to be achieved by 2015. Further, as a result of adding Grade 9 to lower secondary education there will be opportunities to redeploy teachers and facilities from Grades 10-12. The aim will be to improve the impact and quality of teaching. Another priority is to ensure a one-off supply of primary and lower secondary school textbooks before textbook replacement is financed sufficiently. The target is to have at least 3 essential textbooks for each child in primary school and 4 textbooks for each secondary school student.

53. **Short-term** priorities include: (i) designation of senior teachers as school principals in incomplete schools, (ii) implementation of new measures in support of school principal selection and promotion, (iii) introduction of new regulations in support of teacher deployment encouraging new TEI graduates to be appointed to underserved schools in underserved districts, and (iv) introduction of new education standards monitoring in Grades 3, 5 and 9 including Grade 9 as a nationwide examination. It is proposed that these priorities be phased in over 2010-2015.

54. The **medium-term** priority is to improve teacher appointment and deployment processes. This will involve robust strategic planning in teacher recruitment at the provincial-level of education administration against central MoE agreed staffing and budgetary norms. Major tasks ahead include a planning process for effective teacher deployment and teacher development systems for teacher professional development and performance appraisal including a strengthened managerial capacity for school supervision. A major study in teacher recruitment and deployment will need to be undertaken by the Teacher Education and Administration Development Center taking account of TESAP strategies and recommendations.

55. The medium to **long-term** priorities are to consolidate and extend priorities implemented over 2010-2011 until 2015. This includes (a) nationwide introduction of a staff performance appraisal system, (b) agreement between MoE and the provinces on education officer/teacher promotion systems, (c) nationwide school performance monitoring systems and (d) expanded in-service teacher development programs through the TEIs and the NUoL Faculty of Education. This involves giving priority a capacity development strategy for performance management and information systems development. The central MoE will be required to assist in the formulation of decrees, regulations and performance measures to ensure that these priorities can be actioned within a reasonable period of time. It is proposed that during the time frame of this ESDF a continuous

development and improvement process plan will be in place for the Grade 1-12 curriculum and textbooks with allied teacher training requirements<sup>36</sup>.

56. The K-12 curriculum framework will be revised, developed and confirmed over 2009-2015. The curriculum framework will define agreed education standards by subject and year level. A new teacher education curriculum based on Grade 12 entry will be required in the medium-term. To ensure a continuous improvement of the quality of teaching, the MoE will support the implementation of national certification and accreditation standards, procedures and systems that will be in line with internationally recognized standards and actions within the *Teacher Education Strategy 2006-2015 and Action Plan 2006-2010*. TEIs will be re-registered and re-accredited. Under the ESDF the first TEIs will be upgraded to university faculty level by 2015. The development and implementation of the teacher certification and accreditation system will be guided by the standards and procedures of the Asia Pacific Accreditation and Certification Commission.

### Curriculum Reform and Instructional Materials Provision

Introduce a curriculum policy and strategy with increased instructional hours and equitable access to essential textbooks.	<b>Target:</b> Improved Grade 1-9 curriculum framework finalized from 2015, with 3 textbooks for each child in Grades 1-5 and 4 textbooks for each student in Grades 6-9. Improved Grade 1-9 curriculum framework based on an inclusive curriculum with 20% of content set aside for local context curriculum.
Provide equitable access to textbooks and selected complementary instructional materials for Grades 1-9 through one-off central procurement and replacement costs in block grant schemes.	<b>Target:</b> One textbook per student per subject for Grades 1- 9 by 2015. Nationwide procurement process commencing in 2010 with replacement costs included in school block grants from 2010. The introduction of school block grants will proceed according to a phased, incremental, time bound and performance based approach. K-12 curriculum framework finalized by 2012 with emphasis on a revised and strengthened Grade 1, Grade 11 and Grade 12 curriculum.

<sup>36</sup> It is proposed that the roadmap for teacher education reform and development be based on objectives and strategies detailed in the *Education for All National Plan of Action 2003-2015*, MOE 2005, pp.55-63 and the *Teacher Education Strategy 2006-2015 and Action Plan 2006-2010*. This should act as a guide for the proposed study.

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## Pre and In-Service Teacher Training and Staff Development

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Rationalization of the intake for provincial TEIs and Faculty of Education, NUoL to maximize the use of teacher training facilities, staff and other resources to ensure primary, lower secondary and upper secondary teacher demand needs are met.

**Target:** Action plan by 2010; capacity building plans by 2011; phased and progressive implementation plans from 2012.

Demand-led approach to teacher recruitment and re-deployment ensuring adequate teacher supply to underserved districts by 2012.

Develop a comprehensive but flexible teacher training curriculum by 2012 and/or revise the present pre-service training curricula used in TEIs with close attention to the requirements of women and ethnic groups by 2015.

Prepare a National Teacher Education Plan by 2011.

Increase deployment of newly qualified TEI and NUoL graduates to under-served areas with increased recruitment of TEI intake from under-served areas.

**Target:** Demand driven appointment with the majority of new TEI graduates posted to under-served and remote areas with gender and ethnic population parity.

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## Equitable Teacher Deployment and Distribution

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Introduce new staffing norms for schools, based on a pupil: teacher ratio formula with a staff salary budget planning based on this formula.

**Target:** Issue a decree for a teacher quota system and budgeting based on a PTR of 34 for primary, 30 for lower secondary, 25 for upper secondary, 20 for TVET and higher education in 2010 with targets reached by 2015.

Introduce new guidelines for remote and under-served area teacher deployment with increased school posting allowances for remote and disadvantaged schools.

**Target:** Teachers with an ethnic language given priority for fill remote school vacancies in place by 2010.

Graduates with an ethnic language given priority for quota places in teacher training (immediate priority).

Introduce new conditionalities related to remote and difficult postings including 100% housing allowances and newly posted teachers receiving a payment in advance of taking up their post. Regular home visits are included as part of an incentive program.

**Target:** New guidelines developed, appraised and issued for implementation by 2010/11.

Criteria developed with an emphasis on the deployment of female teachers and teachers with ethnic language by 2010/2011.

Newly certified teachers enabled to make direct application to remote area schools with vacancies subject to compulsory probation by 2011.

Identify specific school postings for trainee teachers at the beginning of training linked to a signed agreement to take up the post within the identified school.

**Target:** Introduce new recruitment guidelines in TEIs from 2011.

Newly certified female and teachers with an ethnic language posted to schools with vacancies from 2011 with expanded appointments from 2012.

TEI graduates from remote villages given preference for scholarships and remote setting appointment with incentive allowances.

Expansion maintained until there is sufficient teachers in remote and ethnic group schools.

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Introduce new guidelines for ensuring the more effective deployment and use of teachers including expanded multi-grade teaching, teachers trained in 2 or 3 subjects, and working across more than one school.

**Target:** New guidelines introduced in schools and TEIs over 2010-2012 including guidelines on minimum teaching hours.  
Department of Teacher Training becomes responsible for the general management and coordination of teacher training (immediate priority).  
Department of Teacher Training responsible for the preparation of operational and strategic plans (immediate priority).

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### Teacher Performance, Remuneration and Incentives

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Introduce accelerated promotion for school head teachers based on leadership programs, planned performance appraisal, induction programs and new head-teacher allowances<sup>37</sup>.

**Target:** Prepare criteria and scheme over 2010. Implementation from 2011.  
Review and revise criteria and the scheme in 2013.  
Impact evaluation studies conducted over 2014.  
School head teachers appointed to remote schools provided with additional incentive allowances.

Introduce a 3-year probationary head teacher program in incomplete schools with the incentive of confirmation in head teacher position if school offers Grades 1-5 after 3 years.

**Target:** Confirm temporary head teacher positions in incomplete schools from 2010; provide head-teacher allowances alongside annual performance review and effectiveness in handling school block grants over 2011-2015 using a phased, incremental modality.

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### Improved School and Student Performance Monitoring

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Define minimum standards of student achievement for Grades 3, 5 and 9 and assure a shared understanding of minimum standards amongst teachers, parents and other stakeholders.

**Target:** Defined learning outcomes introduced from 2011 with sample surveys over 2011-2012.  
Nationwide information program.  
School and community agreements and standard report cards in place by 2012.

Develop new institutional arrangements for nationwide student performance monitoring requirements to improve learning outcomes and employment opportunities.

**Target:** An action plan for the Centre for Quality Assurance and steps to monitor Grades 3, 5, 9 and 12 standards from 2010.

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Upgrading teacher training qualifications to university degree level will need to involve development of units of competency in School Management and Whole School Planning. Accelerated promotion implies government commitment to self-governing schools and centrally approved school development plans.

Improved efficiency in school performance monitoring planning and management through redefined role of inspection services at the central, provincial and district levels and introduction of performance measures for all education staff at all levels.

**Target:** Revised staff planning and agreed education officer responsibility by end 2011.  
Primary school and lower secondary school heads trained in school management based on a phased, incremental, time bound plan commencing 2010/2011.  
15,000 teachers and 2,500 school heads trained to develop school-community plans and whole school development plans by 2015.  
20% of all education staff receive professional development training every year from 2010.  
Introduction of performance appraisal across the national education system

### 3.3 Improved Education Sector Governance and Performance Management

57. The ESDF strategy for sector governance and performance management focuses on a combination of strengthening institutional arrangements including revised regulations and reorganisation of core central, provincial and district organisation/management functions as well as revised governance arrangements. This section sets out strategies and targets that will contribute to the strengthening of education management at the central, provincial, district and school-community levels. The Ministry of Education as a line ministry is a very large government agency managing a significant share of the government's budget. It is the government's biggest civilian employer. Effective sector governance is a major challenge for the Ministry as the national education system expands. Revised approaches to education administration include an increasingly important role of local community based institutions such as the Village Education Development Committees.

58. Taking account of the *Capacity Development Framework* and specific action therein for each level of education administration, education officers will be trained to undertake the significant volume of work needed to improve education service delivery. Although the national education system in terms of a hierarchy is based on the central, provincial, district and school taxonomy, teachers who constitute the majority of education staff have considerable autonomy in their classrooms. This section of the ESDF aims to strengthen education service delivery and have in place initial measures for sector performance. Bearing in mind the need for this framework to blend into the recommendations and strategies of the *Capacity Development Framework*, the ESDF has an institutional reform and capacity development policy based on strengthened education management at the central, provincial, district, community (village) and school levels for improved education service delivery. Decrees, regulations and rules will be reviewed and revised to support the implementation of the ESDF in line with the *Education Law of 2007*.

59. With the assistance of the *Capacity Development Framework*, the strategy includes strengthening central Ministry of Education strategic management through well-planned and defined capacity development. Aligned to this is a strategy for improving the provincial and district-levels of education management in line with national policies. With the introduction of school block grants revised budget formats and procedures will be required which will eventually involve an enhanced role for VEDCs. The ESDF (Section 4) contains a strategy for the long-term sustainability



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of funding for the national education system as a strategy for the more equitable and efficient use of scarce education resources. The capacity development strategy proposes integration of 3-main themes: (i) strengthening central and provincial planning and monitoring systems; (ii) enhanced district and school management systems; and (iii) strengthening human resource management systems

60. An **immediate** priority is to define and explain the necessary revisions to functions and responsibilities at the central, provincial and district levels of education administration in the areas of expenditure assignment and personnel management. The **short to medium-term** priority is to strengthen school management and governance across all levels of education administration. Management capacity development for whole school planning and school budgeting and accounting is necessary to accommodate new arrangements in financial management. A related priority is to strengthen district-level implementation planning and management capacity for technical tasks such as school infrastructure, school mapping and accounting. At the provincial level, the priority is to strengthen personnel planning and management including the teacher supply, demand and deployment process. District and school performance monitoring systems will need to be developed. At the central level, the priority is to strengthen ESDF planning coordination, human resource monitoring and sector performance monitoring systems, against agreed indicators. The **medium to long-term** priority will be to put in place capacity that enables delegation of increased authority to schools and colleges and District Education Bureaus for the implementation of ESDF reforms. This will include action resulting in schools being responsible for self-management (self-governing schools)<sup>38</sup>. This will be essential as the number of secondary schools and post-secondary institutions increase at the district level. A related priority will be to strengthen school/institutional governance capacity for financial management decision-making. Collectively, the priorities and actions include:

- strengthen central MoE strategic management through measures proposed in the *Capacity Development Framework*;
- improve information flows between MoE, the provinces, VEDCs and civil society;
- strengthen and coordinate education information systems with better flows between the provinces and districts;
- encourage private sector participation in the provision of school education;
- develop quality assurance structures and systems necessary to support regular internal and external monitoring and evaluation;
- develop human resource capacity to manage education reform;

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<sup>38</sup> The ESDF recognizes that introduction of school block grants will need to be accompanied by school improvement plans, a process leading towards whole school plans, school audits and eventually the concept of self-governing schools by means of well functioning and accountable school boards/committees. The process for introducing school block grants will be the focus of a key annexure in the first ESDF Annual Implementation Plan 2009/2010. School management training for instance, will need to be inserted to pre-service teacher training and will need to be a key contribution to school head selection. Progress towards self-governing schools will need robust support from Village Education Development Committees.

- improve provincial and district level management in line with national policies with revised budgeting procedures including the use of school block grants;
- improved decision-making at each level of education administration (district in particular); and
- long-term sustainability of education funding including a decreased reliance on parental contributions.

### Strengthening Central and Provincial Planning and Monitoring Systems

Strengthened coordination systems within central MoE departments and PES for operational planning in support of ESDF implementation.

**Target:** Set up a central MoE ESDF coordination task force in late 2009 with the preparation of ESDF operational plans by relevant departments by early 2010. Set up provincial ESDF coordination taskforces based on existing provincial EFA planning mechanisms by 2010.

Strengthened central and provincial technical, personnel and financial management information systems against agreed performance indicators.

**Target:** Action plan formulated by relevant departments (EMIS Centre, Centre for the Promotion of Women, Ethnic Groups and the Disabled Education) over 2010-2012 with implementation from 2013 onwards.  
Establish a new education management training institute from 2011/2012 mandated to deliver staff development training and programs

### Enhanced District and School Management Systems

Strengthened district and school program management systems through additional capacity building for budget management units and schools.

**Target:** Revised action plan and guidelines prepared by early 2010.

Strengthened district-level personnel planning and management systems against agreed staffing norms.

**Target:** Each district prepares annual staffing supply and demand plans from 2010.

Strengthened higher education, TVET and teacher training institutions' technical and financial management systems.

**Target:** Preparation of a plan and guidelines for post-secondary institutions from the end of 2010.

### Strengthening Human Resource Management

Revised regulations setting out the authority and responsibilities of the provincial education service in managing teacher supply and demand planning.

**Target:** A PES capacity development action plan formulated taking account of provincial capacity building actions detailed in the *Capacity Development Framework*.

Review of teacher pay and allowances system to create more incentives for assuming responsibility and career progression.

**Target:** Joint MoE/PACSA/MoF review with recommendations in 2010.

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## 4. Improved Financing Strategy, Planning and Management

### 4.1 Implementing Pro-Poor Education Financing Strategies

61. The long-term development goal of Lao PDR is to exit the status of a least developed country by 2020. The development of the education sector is a part of the country's overall development strategy. To achieve the priorities, strategies and actions for the education sector outlined in this education sector plan, adequate resources will be needed. A key objective of this section of the ESDF is to outline the financing strategy in support of the development of the education sector including financial planning and other aspects of financial management. The financial plan in the ESDF will guide the annual budget preparation.

62. In the Vientiane Declaration, the Government of Lao PDR and development partners took action to make development assistance more effective and to assist the country in achieving the MDGs by 2015. This section as well as the financial plan attached to the ESDF will enable the Government and development partners to identify financing gaps where development assistance could be used efficiently for implementing Government policy in support of adequate funding for the sector. Development partner confidence in the ESDF and a proposed Medium Term Expenditure Framework for the sector will assist in making joint decisions about funding. An ESDF priority to strengthen national-subnational accord will increase development partner investment confidence. An enhanced teacher supply/demand plan and deployment process will also increase confidence as it will ensure more equitable access to quality schooling.

63. The Government recognizes that financial arrangements and mechanisms introduced in support of decentralization will need to be reviewed and revised to reduce decentralized resource disparities across provinces. Currently, there are plans in place to return some education functions from the provinces to the central Ministry. This will ensure that progress in expenditure assignment is achieved in all provinces by 2015<sup>39</sup>. The introduction of school block grants is based on increasing resource efficiency where funds are distributed equitably to schools and education institutions based on agreed funding formulas. The development of whole school plans, strengthening the role and capacity of Village Education Development Committees and a process in support of self-governing schools is central to the ESDF education sector plan. The ESDF financing approach for enabling policy implementation consists of:

- **Equitable investment** in public/private financing partnerships including regulated cost sharing for post-basic education and ensuring the abolition of fees for basic education.

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<sup>39</sup> The Poverty Reduction Strategy Operation has action in support of school block grants and the strengthening of expenditure assignment from the central to the provincial level of education administration. As the ESDF moves forwards to full implementation, education planning will need to take account of PRSO planned output so that ESDF planning can be aligned with PRSO outcomes. As the *Capacity Development Framework* will detail functional review outcomes for each level of education administration, capacity development strategies in support of decentralized education service delivery will need to be factored into ESDF implementation plans.

- Supporting *equitable access policies* by reducing cost barriers through provision of school block grants and operational and expanded secondary and post-secondary scholarships for poorer students.
- Supporting *quality assurance policies* by securing sustainable financing of key quality inputs (textbooks and better qualified teachers) and school block grants tied into whole of school development plans and school performance measures.
- Improved *education service efficiency* through education staff/teacher supply and demand planning and budgeting against well regulated staffing norms.
- Support of *community participation in financial governance* through transparent publication of school/post-secondary institution cost norms, an enhanced role for Village Education Development Committees and regulations for school-community involvement in financial decision-making.
- Increased *financial transparency and accountability* through measures that disseminate and account for public, parental and school-community expenditures. This strategy will require robust monitoring capacity by DEB education officers.
- Improved alignment of *central/provincial/district budgets with national policy* through clearly defined budget and expenditure assignment.
- Improved *aid effectiveness* through use of ESDF policy and strategic priorities as a basis for determining external development assistance.

64. The ESDF emphasises an equitable representation of all social groups including poorer households across all levels of the national education system. To achieve this, the first ESDF implementation plan will be underpinned by pro-poor education financing strategies. Currently, poorer families are under-represented due to a combination of (i) direct and indirect cost barriers including school registration and instructional fees, (ii) geographical and organizational constraints such as incomplete schools that will require additional investments for upgrading to complete schools and (iii) comparative under-investment in basic education services including early childhood education, formal and non-formal primary education. The financing framework of the ESDF 2009-2015 is based on a detailed analysis of unit costs consistent with the revised government budget law and projections of total recurrent and development costs. These unit cost projections are based on work undertaken by the Ministry of Education on optimal levels of funding required to achieve 9-years of high-quality basic education and post-basic education services. The following table provides an overview of actual and planned expenditures for the education sector until 2015.

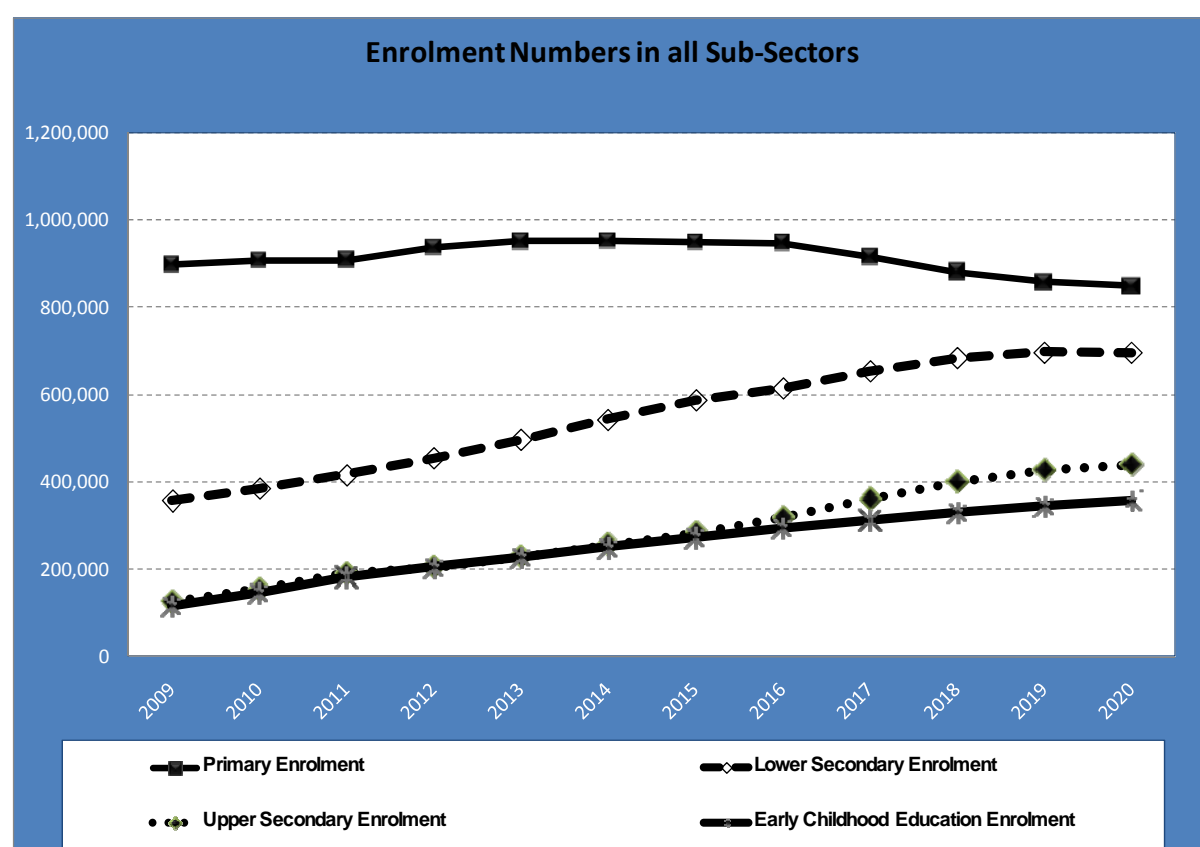
**Table 2: Medium-Term ESDF Government Financing Plan 2009/10-2015/16**

(Kip Millions, Fixed Prices)	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Total Recurrent and Investment Funding							
Recurrent	903,379	1,065,741	1,232,731	1,331,354	1,427,875	1,527,658	1,655,568
Investment	366,843	488,457	531,995	564,284	581,751	724,325	1,009,274
Recurrent %	71%	69%	70%	70%	71%	68%	62%
Investment %	29%	31%	30%	30%	29%	32%	38%
Grand Total Government Expenditure	1,270,222	1,554,198	1,764,726	1,895,638	2,009,627	2,251,983	2,664,841

65. The projected Government financing requirements include external assistance. The financing strategy and plan is pro-poor. Primary and lower secondary school registration and instructional

fees, a significant access barrier for poorer families, will be phased out and this will need to be reflected in all provincial education plans including Master Plans for education development. The phased introduction of block grants for nationwide community-based early childhood education and basic education is proposed to off-set the abolition of fees. Other direct cost barriers for poorer families will be addressed through expanded school feeding programs at primary schools and expanded scholarships programs at lower and upper secondary school. Scholarships programs will be targeted at around 20% of projected enrolment including Grade 4 and 5 enrolments. Introduction of vacation time remedial classes to ensure quality in implementation of the progressive promotion strategy will require additional allocation of salary incentives to teachers. 98% grade promotion and transition from 2011/12 onwards is aimed at. It is appreciated that there will be impediments to securing this target. Proposed teacher salary increases, around 10% per annum will be linked to the *capacity development framework*. As teachers are public servants, strategies for securing this salary outcome will need to be worked upon between MoE and PACSA.

**Chart 1: ESDF Primary and Secondary Enrolment Projections (including 5+4+3 from 2009/10 onwards)**



66. Government recurrent spending on basic education will be gradually increase until 2015. This will have an impact on early childhood education enrolment and primary and lower secondary enrolment consistent with meeting MDG and EFA goals and targets by 2015. This is mirrored by increased investment expenditure for the achievement of EFA targets. Investment will be targeted to both infrastructure and school and district level capacity development aligned to the recommendations of the *Capacity Development Framework*.

67. Another priority in the ESDF financing strategy is the high status accorded to inclusive education and expanded non-formal education provision. Funding will be targeted to priority actions for improved access to basic education for girls, children with special needs and children living in remote areas. Further investment will be required to enable the expansion in access to adult literacy, equivalency and re-entry programs for school drop-outs and unemployed youth in both urban and rural areas. A large proportion of expenditure is required to meet the priority of additional school infrastructure for incomplete primary school classrooms and lower and upper secondary classrooms including expanded secondary vocational education in the poorer and most underserved districts. Key strategies include at least one quality TVET college for each province. Provincial teacher education institutes will be upgraded to award bearing facilities by 2015.

**Table 3: Overall and Government Recurrent Share of Expenditure 2009/10-2015/16**

Recurrent Shares	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Early Childhood	4.0%	4.4%	4.6%	4.6%	4.6%	4.6%	4.5%
Primary	40.8%	37.7%	33.4%	33.1%	32.1%	30.9%	29.3%
Lower Secondary	13.9%	16.2%	16.7%	17.9%	19.2%	20.6%	21.7%
Upper Secondary	8.7%	8.8%	8.8%	8.8%	9.0%	9.1%	9.1%
Technical and Vocational	3.6%	3.9%	4.4%	5.1%	5.9%	6.8%	8.4%
Teacher Training	4.2%	7.0%	6.5%	6.1%	5.7%	5.3%	4.9%
Higher Education	10.6%	7.6%	6.1%	5.2%	4.3%	3.6%	3.3%
Non Formal Education	4.3%	4.1%	3.8%	3.8%	3.9%	3.9%	3.9%
Inclusive	0.0%	0.0%	5.8%	5.4%	5.1%	4.8%	4.5%
Total Education Management	10.0%	10.3%	9.9%	10.1%	10.3%	10.5%	10.5%
Admin. Centre	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.1%
Admin. Provinces/Districts	9.0%	9.3%	8.9%	9.1%	9.3%	9.4%	9.5%
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

68. Government policy encourages the expansion of public/private partnerships in financing the education sector. The Government's role will be to secure appropriate regulatory and infrastructure requirements and ensure equitable admission through scholarships. The financing strategy will enable enhancement of higher education quality and standards. It supports measures to ensure post-basic education graduates are better aligned to labor market demand.

## 4.2 Projected Total Financing Needs and Available Resources

69. The projected shortfall in education sector financing over the period 2009-2015 is shown in *Table 4* below. These projections are based on a set of macro-economic assumptions about GDP growth, share of GDP allocated for public expenditure and the share of public expenditure allocated for education. External assistance is reflected in the GDP and public expenditure projections.

**Table 4: ESDF Financing and Potential Shortfall, 2009/10-2015/16**

	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Total Education Expenditure (kip millions)	949,478	1,184,223	1,384,847	1,605,832	1,848,874	2,115,799	2,408,566
Budget Gap (Kip Millions)	320,744	369,975	379,878	289,807	160,753	136,185	256,275
Budget Gap (USD Millions)	\$37.0	\$42.8	\$44.1	\$33.8	\$18.8	\$16.0	\$30.2
Accumulated Budget gap (Kip Millions)	320,744	690,719	1,070,598	1,360,404	1,521,157	1,657,342	1,913,617
Accumulated Budget gap (USD Millions)	\$37.0	\$79.8	\$123.9	\$157.6	\$176.4	\$192.4	\$222.5

Source: Ministry of Education in Consultation with Ministry of Finance

70. Based on these assumptions it is projected that shortfalls in education sector financing covering recurrent and investment will peak over 2010/11 to 2012/13-2011 but declining in subsequent years (see **Table 4**). These projections are assumed to take account of a variations in external assistance for education which has fallen sharply (from one major donor), has slowed significantly by a major multilateral development bank, and is due to escalate steeply by another donor. These variations will need to be taken into account by ESDF annual implementation plans. Quarterly review of donor investment by MoE will be central to ongoing education sector planning. A number of potential risks for ESDF financing need to be recognised. Firstly, Government financing of education may not be sustainable. A second risk is that the proposed recurrent cost burden on parents as a result of increased post-basic education cost sharing will be challenging if household income growth begins to slow. A third risk is that external assistance volumes, currently rising, may not be sufficient to help cover ESDF financing needs including the projected financing gap.

71. These risks will be mitigated in a number of ways. ESDF recurrent financing projections are used as the basis for an agreed education sector medium-term education framework (MTEF) which sets out predictable and secure levels of Government spending on recurrent and investment needs in the sector. On the recurrent side, an education sector MTEF within a hard budget constraint could form the basis for negotiations with development partners on measures and modalities for covering transitional recurrent financing shortfalls possibly through (i) expansion of general budget support as a result of PRSO action and agreements, (ii) sector budget support such as the ADB funded BESDP and (iii) targeted recurrent budget interventions including scholarships for the poor, in-service teacher training, and one-off nationwide textbook provision. On the investment side, these potential shortfall risks which are likely to be very challenging given that limited domestic investment could be mitigated by a shift in external assistance towards infrastructure provision. Once a comprehensive infrastructure development plan is mapped and costed, it could form the basis for a harmonized approach including pooled funding for a community-based infrastructure program, one that builds on a comprehensive set of lessons learned from previous and ongoing school infrastructure initiatives.

72. A further risk, recognized in the joint MoE/development partner initiative to formulate a sector capacity development framework, is that support for capacity improvement and system

development continues to be fragmented. The priorities set out in the ESDF constitute a comprehensive framework for formulating a phased, aligned and harmonized approach. As part of aid effectiveness there may be scope for harmonized approaches to funding through demand side capacity development grants at the central, provincial and district levels.

### 4.3 Improved Financial and Budget Planning and Management Systems

73. The ESDF capacity building strategy accords high priority to strengthening financial and budget planning systems at all levels of the system, consisting of:

- strengthening collaboration between the Ministry of Education, Ministry of Finance and Ministry of Planning and Investment and provincial authorities on formulating an education sector medium-term expenditure framework based on defined ESDF priorities;
- formulation of regulations and operational guidelines for the design, management and implementation of proposed ECE and school block grants alongside a focus on capacity building at central MoE, district and school levels for accounting and reporting;
- implementation of revised guidelines for the current block grant mechanisms for TVET, TEI and higher education institutions taking account of the need for a better defined sets of performance results and proposed revisions to cost sharing; and
- defining central MoE and provincial authority capacity to set and monitor agreed norms for provincial, district and school staffing levels and an associated salaries budget with increased delegated authority to provincial authorities to manage salaries budgets.

74. A priority is to better align performance results, budget and expenditure assignment and accountabilities at different levels of the national education system. Expenditure assignments are allocated as set out in the table below:

**Table 5: Budget/Expenditure Assignment by Level**

Expenditure Level	Assignment
<b>Central MoE</b>	<ul style="list-style-type: none"> <li>■ ECE, primary, lower secondary and upper secondary school operational block grants</li> <li>■ TVET, TEI and higher education operational block grants</li> <li>■ Lower and upper secondary scholarships program</li> <li>■ Central MoE salaries and operational budgets</li> <li>■ All external assistance program and project support, apart from basic education infrastructure</li> </ul>
<b>PES</b>	<ul style="list-style-type: none"> <li>■ Teachers salary budget at various levels, against revised norms</li> <li>■ PES and DEB salaries and operational budgets, against revised norms</li> </ul>
<b>DEB</b>	<ul style="list-style-type: none"> <li>■ ECE, primary and lower secondary infrastructure development</li> </ul>



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## 5 Strengthening Sector Performance Monitoring and Review Systems

### 5.1 Operational Strategies for Improved Results in Sector Monitoring

75. The following delineation of responsibilities for more results oriented sector performance monitoring is proposed<sup>40</sup>:

- **Central MoE** will be responsible for coordination of sector performance review processes, reporting to high-level stakeholders (National Parliament, Ministry of Finance, Ministry of Planning and Investment, PACSA) and follow up strategic review and negotiation processes including external stakeholders.
- The **Provincial Education Service** will manage technical aspects of sector performance monitoring drawing on impact and progress reports of the various programs, reports on specific Government/donor/NGO programs, and other sources of information. The PES will also conduct impact surveys and operational research commissioned by MoE and Provincial Governors.
- The **Provincial Education Service** in cooperation with DEBs will be responsible for coordinating a provincial sector performance report and provincial financial performance report as part of an annual joint provincial sector performance review process. This office will be responsible for coordinating sector and program progress and impact monitoring reports. These provincial reports will be incorporated into the national sector performance reports coordinated by MoE.
- The **National and Provincial Audit Offices** with **MoE, PES** and **DEB** cooperation will coordinate financial performance monitoring including tracking the release and disbursement of program funds. The audit offices will conduct follow up surveys to ensure that Government financial procedures are followed correctly including an annual work program of program performance audit and financial audits of specific programs and budget management centres.
- **Central MoE Departments** with **PES** participation will coordinate sub-sectoral performance assessment and review processes. They will coordinate agreed program progress and impact monitoring processes by Departments. These Departments will be responsible for coordinating performance monitoring reports. They will conduct regular review missions with senior management staff to provinces and districts.

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<sup>40</sup> The BESDP aims to support policy actions contributing to increased resource mobilization to the education sector including rationalizing budgetary allocations for education and the design and implementation of an outcome-oriented budgeting and financial management system. These measures will require robust monitoring systems so the ESDF, BESDP and PRSO will need to be closely aligned in terms of effective sector monitoring.

## 5.2 Realignment of Performance Monitoring Systems

76. The ESDF monitoring process will focus on information and knowledge management related to the implementation of agreed performance targets based on access, quality, standards and sector governance and accountability. The ESDF formulation process recognizes that a limitation of previous strategic plans and performance monitoring processes has been insufficient trend analysis and follow-up strategic and program adjustment. A policy monitoring matrix is shown below in support of sector analysis.

**Table 6: ESDF Policy Monitoring Matrix, 2009-2015**

Dimensions	Key Indicators
<b>Equity and Expansion of Access</b>	National, provincial and district enrolment trends Gender and urban/rural enrolment balance Representation of students from poorest families Basic education student progression and transition rates Net intake of age 6 in primary Grade 1 Upper secondary, TVET and higher education enrolment patterns In-service teacher training enrolment and redeployment
<b>Quality, Relevance and Efficiency</b>	Student standards in selected primary and secondary grades Availability of instructional materials and sufficiently trained teachers Pupil Teacher Ratios and Non Teaching Staff Share Pupil Classroom Ratios Number of students re-entering basic education grades Coverage of science, technology and ICT facilities
<b>Governance, Accountability and Performance Management</b>	Education budget volume and share Basic education spending share Coverage of internal audit system Salary and non-salary allocations and spending ratios Teaching and non-teaching staff deployment rates Effectiveness of school/institutional governing bodies Actions from joint performance review processes at all levels

77. A lesson learned from previous performance assessments is that limited capacity for performance information management and transfer restricts the timeliness and effectiveness of sector performance reporting, especially for financial performance. Therefore, a priority will be to strengthen ICT-based information systems especially at the district level. The ESDF provides an opportunity for Government and MoE to lead transparent sector performance monitoring and reporting through a joint annual review process. The MoE considers that the objective of the ESDF review process will be to learn lessons for policy and strategy adjustments and provide a forum for forward work planning with development partners, NGOs and other stakeholders. The ESDF monitoring process will facilitate an iterative approach within a flexible rolling program of reform.

78. MoE accords high value to other opportunities for monitoring and consultation with stakeholders. In addition to the annual sector review exercise, MoE is committed to strengthening consultative mechanisms with stakeholders including: (i) monthly consultations with development partners to provide progress and monitoring reports on key issues and agree on necessary actions and (ii) strengthening coordination arrangements with high-level Government and donor groups through progress reports and meetings with the ESWG.

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## Annex 1: ESDF Policy Matrix

	Policy Areas and Medium Term Objectives	Policy Actions by end 2009	Policy Actions by Mid 2010	Policy Actions by Mid 2011
<b>A Expand Equitable Access</b>				
<b>1.1</b>	<b><i>Reducing cost barriers for education</i></b>	MoE/MoF Inter Ministerial Decree on Block Grants in Education.  Ministerial Decree on abolition of all school fees for Primary Education.	Ministerial Decision to eliminate all early childhood, primary and lower secondary school registration and instructional fees.  MoE instructions and guidance on a pilot scheme for the phased and incremental introduction of fee abolition.	Ministerial Decision to introduce a phased approach accompanied by a nationwide public information campaign.
<b>1.2</b>	<b><i>Reducing repetition and dropout</i></b>		Ministerial Decree and guidelines for automatic promotion providing for a phased introduction in primary schools.  Expanded school feeding program for 6-year olds from 2010 onwards	
<b>1.3</b>	<b><i>Enabling greater private and community participation</i></b>	Ministerial Decree on the implementation of the Education Law and guidelines for revisions to staff functions and responsibilities at all levels, including primary and secondary school education responsibilities for VEDCs.	Inter-Ministerial decree to enable VEDCs to support school management of school block grants, school operational budgets and school development planning.  Preparation of a cross-cutting policy and strategic plan for public-private partnerships in various education sub-sectors and programs, including Grades 10-12, higher education, TVET, ECE and community learning centres.	

1.4	<b>Targeted human and physical resource mobilisation</b>	Guidelines for provision of new and additional classrooms with multi-grade teaching in villages and village clusters without a complete primary school with all 5 grades.	Inter Ministerial Decision MoE and MoF on increased level of scholarship provision for trainee teachers based on acceptance of remote posting and pro-poor scholarship allocation to other sub-sectors.	Ministerial Decision for preparation of a road map on teacher education systems development based on Objectives 6.1-6.12 of the EFA NPA.
			Ministerial decree to enable female teachers and teachers with an ethnic language to be given priority for filling remote school vacancies.	Ministerial Decision to enable graduates with an ethnic language to be given priority for quota places in teacher training. Prime Ministerial Decree to allow specific school postings for trainee teachers at the beginning of training to be linked to a signed agreement to take up the post within the identified school. Prime Ministerial Decree to allow newly certified teachers to be able to make direct application to remote area schools with vacancies subject to compulsory probation. Prime Ministerial Decree to allow TEI trainees from remote villages to be given preference for scholarships and remote setting appointment with incentive allowances.

1.5	<b><i>Inclusive Education to facilitate enrolment, progression and completion of all unreached learners</i></b>	Ministerial Decision on appropriate teacher deployment, together with targeted scholarships for both new and re-entry enrolments.	Ministerial Decree on inclusion of students from poorer or disadvantaged backgrounds through provision of an expanded scholarships program for primary, lower secondary and post-basic education.  Ministerial Decision for expanded school feeding program for 6-year olds.	
1.6	<b><i>Facilitating access to early childhood education</i></b>		Ministerial Decision on early childhood education modalities, including community based play groups, play grounds and kindergartens. Guidelines and requirements for the establishment and operation of early childhood education institutions.	Ministerial decision for expanded community-based nutrition programs for 5-year olds.

	Policy Areas and Medium Term Objectives	Policy Actions by end 2009	Policy Actions by Mid 2010	Policy Actions by Mid 2011
<b>B Improve the Quality and Relevance</b>				
<b>2.1</b>	<b>Curriculum reform and instructional materials provision</b>	<p>Ministerial decision for provision of support for the additional year in lower secondary to introduce the 5+4+3 system.</p> <p>Ministerial Decision to revise curricula, strengthen teaching, and improve learning with learning outcomes more closely aligned to labour market demands.</p> <p>Ministerial Decision to develop a comprehensive but flexible teacher training curriculum reflecting the 5+4+3 schooling structure.</p> <p>Ministerial Instruction to establish new education and training standards for the TVET syllabus to better match labour and social demands.</p>	<p>Ministerial Decision on NFE curriculum.</p> <p>Ministerial Decision to develop an ECE school readiness curriculum.</p> <p>Ministerial Decision on multi-grade teaching. Implementation and methodological and technical guidelines.</p> <p>Introduction of a TEI curriculum for multi-grade teaching.</p>	<p>Ministerial Instruction to have at least 3 essential textbooks for each child in primary school and 4 textbooks for each secondary school student.</p>
<b>2.2</b>	<b>Pre and in-service teacher training and staff development</b>	<p>Ministerial Decision to transform TEIs into award bearing degree institutions for trainee teachers.</p> <p>Ministerial Instruction to implement national teacher certification and accreditation standards, procedures and systems.</p>	<p>Ministerial Decision to revise the structure and function of TEIs for teacher training or the new Grade 12.</p>	<p>Ministerial Decrees in support of strengthening teacher training and enabling TEI to offer a 12+3 degree program.</p>

2.3	<b><i>Equitable teacher deployment and distribution</i></b>	Ministerial Decision to introduce new regulations in support of teacher deployment encouraging new TEI graduates to be appointed to underserved schools in underserved districts.	<p>Ministerial Decision delegating authority to provincial education authorities for teacher supply planning and respective central, provincial, district and TEI responsibilities against agreed pupil: teacher ratio norms.</p> <p>Ministerial Decision on new staffing norms for schools, based on a pupil: teacher ratio formula with staff salary budget planning based on this formula.</p> <p>Ministerial Decision on new guidelines for increased school posting allowances for remote and disadvantaged schools.</p>	Ministerial Decision on new guidelines for ensuring the more effective deployment and use (minimum teaching hours) of teachers including expanded multi-grade teaching, teachers trained in 2 or 3 subjects, and working across more than one school.
2.4	<b><i>Teacher performance, remuneration and incentives</i></b>	Ministerial Decision and guidelines for organizational structure of schools and management of TVET, TEIs and HEIs.	<p>School management guidelines provided for strengthened role of secondary school principals, school boards/committees and senior teachers and revised school organization structure.</p> <p>Ministerial Decision to define minimum standards of student achievement for Grades 3, 5 and 9.</p>	<p>Ministerial Decision to introduce accelerated promotion for school head teachers based on leadership programs, planned performance appraisal, induction programs and new head-teacher allowances.</p> <p>Ministerial Decision for consensus on minimum standards amongst teachers, parents and other stakeholders through community agreements and standard report cards.</p>
2.5	<b><i>Improved school and student performance monitoring</i></b>		<p>Issue of a decree for compliance monitoring guidelines for fees abolition.</p> <p>Ministerial Decision for improved regulation of age 6 entry into Grade 1.</p>	Ministerial Instruction to introduce new education standards monitoring in Grades 3, 5 and 9, including Grade 9 as a nationwide examination.



	Policy Areas and Medium Term Objectives	Policy Actions by end 2009	Policy Actions by Mid 2010	Policy Actions by Mid 2011
<b>C Strengthen Planning and Management</b>				
3.1	<b><i>Strengthening central and provincial planning and monitoring systems</i></b>	Ministerial Decision to realign functions and operational guidelines for the implementation of revised responsibilities at all levels to strengthen education management. Revised expenditure and service assignment at each level of education administration with school block grants assigned under the central MoE budget.	Revised regulations for reorganization of core central, provincial and district organization and management functions as well as revised governance arrangements, including expenditure assignment, personnel management, decision making processes and revised budgeting procedures including increased delegated authority to provincial authorities to manage salary budgets.	
3.2	<b><i>Enhancing district and school management systems</i></b>	Ministerial Instruction to strengthen district and school program management systems through additional capacity building for budget management units and schools. Ministerial Instruction to strengthen district-level personnel planning and management systems against agreed staffing norms. Ministerial Instruction to strengthen higher education, TVET and teacher training institutions' technical and financial management systems		
3.3	<b><i>Strengthening governance, regulatory and information systems</i></b>	Ministerial Guidelines to strengthen school/institutional governance capacity for financial management decision-making.	Ministerial Decree to enable delegation of increased authority to schools and DEBs for the implementation of ESDF reforms. This will include action resulting in schools being responsible for self-management.	

			<p>Ministerial decree to strengthen central level ESDF planning, coordination, human resource monitoring and sector performance monitoring systems against agreed indicators.</p> <p>Ministerial Instruction to improve information flows between central MoE, provinces, districts, VEDCs and civil society.</p>	
3.4	<b><i>Strengthening human resource management</i></b>	<p>Prime Ministerial Decree on separation of teachers from regular civil service code.</p> <p>Ministerial Decision to revise Manuals of Working procedures of all departments according to the new structure of MoE and ESDF needs.</p>	<p>Prime Ministerial Decree for revision and amendment of remuneration and incentive schemes and introduction of performance based remuneration and incentive guidelines within teacher education.</p> <p>Following consultations with PACSA nationwide Ministerial Decision to introduce a staff performance appraisal system.</p> <p>Ministerial Decision to redefine the role of inspection services at the central, provincial and district levels and introduction of performance measures for all education staff at all levels.</p>	Ministerial Decision for consensus between MoE and the provinces on education officer and teacher promotion systems linked to staff performance appraisal systems.
3.5	<b><i>Implementing pro-poor education financing strategies</i></b>		Prime Ministerial Decree for provision of pro-poor subsidies and scholarships to children from poorer families for school Grades 6-9 and targeted Grades 1-5 subsidies.	
3.6	<b><i>Operational strategies for improved results in sector monitoring</i></b>	Ministerial Decree to allow the National and Provincial Audit Offices to coordinate financial performance monitoring including tracking the release and disbursement of program funds.	Ministerial Instruction to ensure coordination of sector performance review processes with reporting to high-level stakeholders and follow up strategic review and negotiation processes including external stakeholders.	Ministerial Instruction to allow coordinated sub-sectoral performance assessment and review processes.

3.7	<i>Realignment of performance monitoring systems</i>		<p>Ministerial Decision to enable new institutional arrangements for nationwide student performance monitoring requirements to improve learning outcomes and employment opportunities under the Centre for Quality Assurance.</p> <p>Ministerial Decision for nation-wide school performance monitoring systems.</p>	
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## Annex 2: Financing Plan

**Table A: Projections for Enrolment, Teachers and Classrooms**

	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Enrolment</b>							
Early Childhood (Kindergarten)	110,767	134,511	160,107	175,222	190,549	205,782	220,342
Primary	897,878	906,958	907,790	936,745	950,601	952,751	949,596
Lower Secondary	357,202	383,972	416,441	453,162	496,368	543,395	586,897
Non-Formal Education	166,815	175,156	183,914	193,109	202,765	212,903	223,548
<b>Basic Education (Inc. NFE)</b>	<b>1,532,662</b>	<b>1,600,597</b>	<b>1,668,252</b>	<b>1,758,239</b>	<b>1,840,282</b>	<b>1,914,831</b>	<b>1,980,384</b>
Upper Secondary	126,691	155,904	190,121	205,146	228,893	256,223	283,139
Technical & Vocational	23,827	28,189	32,551	36,913	41,276	45,638	50,000
Higher Education	55,780	56,483	57,187	57,890	58,593	59,297	60,000
Teacher Training	19,244	20,913	22,510	23,135	23,554	23,963	24,382
In Service	5,510	5,864	6,226	6,670	7,089	7,498	7,917
Pre Service	13,734	15,049	16,283	16,465	16,465	16,465	16,465
<b>Post Basic Education</b>	<b>225,542</b>	<b>261,489</b>	<b>302,368</b>	<b>323,085</b>	<b>352,316</b>	<b>385,121</b>	<b>417,522</b>
<b>All Enrolments</b>	<b>1,758,204</b>	<b>1,862,086</b>	<b>1,970,620</b>	<b>2,081,324</b>	<b>2,192,598</b>	<b>2,299,952</b>	<b>2,397,905</b>
<b>Projected Teaching Posts</b>							
<b>Early Childhood (Kind. Only)</b>	3,948	4,780	5,672	6,189	6,710	7,224	7,712
Increment	765	832	892	517	521	514	488
PTR Kindergarten only	20	20	20	20	20	20	20
<b>Primary</b>	29,120	29,388	29,389	30,299	30,720	30,761	30,632
Increment	444	268	1	910	421	42	129
PTR (Pupil Teacher Ratio)	31	31	31	31	31	31	31
<b>Lower Secondary</b>	11,512	13,031	14,740	16,639	18,728	21,007	23,476
Increment	1,329	1,519	1,709	1,899	2,089	2,279	2,469
PTR (Pupil Teacher Ratio)	31	29	28	27	27	26	25
<b>Upper Secondary/TVET</b>	9,777	10,682	11,680	12,773	13,967	15,261	16,657
Increment	820	905	997	1,094	1,193	1,294	1,396
PTR (Pupil Teacher Ratio)	15	17	19	19	19	20	20
<b>Number of Classrooms Required</b>							
<b>Early Childhood (Kind. Only)</b>	2,824	3,249	3,727	4,258	4,842	5,479	6,170
Increment	372	425	478	531	584	637	690
PCIR (Pupil Classroom Ratio)	28	29	30	29	28	26	25
<b>Primary</b>	29,077	29,274	29,496	29,743	30,015	30,311	30,632
Increment	173	197	222	247	272	296	321
PCIR (Pupil Classroom Ratio) median	31	31	31	31	32	31	31
<b>Lower Secondary</b>	6,396	7,240	8,189	9,244	10,405	11,671	13,042
Increment	739	844	950	1,055	1,161	1,266	1,372
PCIR (Pupil Classroom Ratio)	56	53	51	49	48	47	45
<b>Upper Secondary/TVET</b>	5,149	5,538	5,976	6,463	6,998	7,582	8,215
Increment	341	389	438	487	535	584	633
PCIR (Pupil Classroom Ratio)	29	33	37	37	39	40	41
<b>Total Additional Classrooms</b>	<b>43,445</b>	<b>45,301</b>	<b>47,388</b>	<b>49,708</b>	<b>52,260</b>	<b>55,043</b>	<b>58,059</b>
Increment	1,624	1,856	2,088	2,320	2,552	2,784	2,695

**Table B: Total Education Sector Government Financing Plan**

(Kip Millions, Fixed Prices)	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Total Recurrent Expenditure</b>	903,379	1,065,741	1,232,731	1,331,354	1,427,875	1,527,658	1,655,568
<b>Education Management</b>	90,746	109,785	121,753	134,157	147,015	160,347	174,172
Centre	9,075	10,978	12,175	13,416	14,702	16,035	17,417
Provinces/Districts	81,672	98,806	109,578	120,741	132,314	144,312	156,755
<b>Broad sub-sectors</b>	812,632	955,957	1,110,977	1,197,197	1,280,860	1,367,311	1,481,395
Early Childhood	35,992	46,493	56,159	60,837	65,461	69,915	73,993
Primary	368,342	401,437	411,542	440,154	458,501	472,042	484,644
Scholarships	-	5,447	7,059	8,662	10,143	11,392	13,736
All Other Recurrent	368,342	395,991	404,483	431,492	448,358	460,650	470,908
Lower Secondary	125,444	173,086	206,289	237,699	273,777	314,466	358,928
Scholarships	-	-	8,329	11,329	14,891	19,019	23,476
All Other Recurrent	125,444	173,086	197,960	226,370	258,886	295,447	335,452
Upper Secondary	78,360	93,357	108,310	117,344	127,976	139,234	150,242
Scholarships	-	-	4,753	6,411	8,583	11,210	14,157
All Other Recurrent	78,360	93,357	103,557	110,933	119,392	128,024	136,085
Technical and Vocational	32,076	41,661	54,027	67,942	84,305	103,334	139,402
Scholarships	5,468	7,421	9,668	12,209	15,045	18,175	36,000
All Other Recurrent	26,608	34,240	44,359	55,733	69,260	85,159	103,402
Teacher Training	38,156	74,585	80,331	81,020	80,863	80,739	80,647
Scholarships	14,832	46,952	50,804	51,372	51,372	51,372	51,372
All Other Recurrent	23,324	27,633	29,526	29,648	29,491	29,367	29,276
Higher Education	95,522	81,470	75,253	68,734	61,859	54,540	55,278
Scholarships	9,789	10,294	10,808	11,332	11,865	12,408	21,600
All Other Recurrent	85,733	71,176	64,445	57,402	49,993	42,132	33,678
Non Formal Education	38,742	43,869	47,306	51,017	55,023	59,348	64,017
Inclusive Education	-	-	71,760	72,449	73,096	73,694	74,243
<b>Recurrent Shares</b>							
Early Childhood	4.0%	4.4%	4.6%	4.6%	4.6%	4.6%	4.5%
Primary	40.8%	37.7%	33.4%	33.1%	32.1%	30.9%	29.3%
Lower Secondary	13.9%	16.2%	16.7%	17.9%	19.2%	20.6%	21.7%
Upper Secondary	8.7%	8.8%	8.8%	8.8%	9.0%	9.1%	9.1%
Technical and Vocational	3.6%	3.9%	4.4%	5.1%	5.9%	6.8%	8.4%
Teacher Training	4.2%	7.0%	6.5%	6.1%	5.7%	5.3%	4.9%
Higher Education	10.6%	7.6%	6.1%	5.2%	4.3%	3.6%	3.3%
Non Formal Education	4.3%	4.1%	3.8%	3.8%	3.9%	3.9%	3.9%
Inclusive	0.0%	0.0%	5.8%	5.4%	5.1%	4.8%	4.5%
Total Education Management	10.0%	10.3%	9.9%	10.1%	10.3%	10.5%	10.5%
Admin Centre	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.1%
Admin Provinces/Districts	9.0%	9.3%	8.9%	9.1%	9.3%	9.4%	9.5%
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

**Table B: Total Education Sector Government Financing Plan (cont.)**

(Kip Millions, Fixed Prices)	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Total Investment</b>	366,843	488,457	531,995	564,284	581,751	724,325	1,009,274
<b>Broad Programmes</b>							
Facilities Development	287,462	406,496	450,257	481,984	518,389	479,691	508,452
Construction	162,990	254,563	286,058	309,343	332,627	355,911	379,195
Renovation	57,440	84,901	88,666	92,859	97,481	102,530	108,007
Incomplete Schools	67,032	67,032	67,032	67,032	67,032	-	-
New Generation Provincial Colleges	-	-	8,500	12,750	21,250	21,250	21,250
Laboratory Refurbishment	-	-	-	-	-	190,108	443,584
EMIS	17,347	17,289	12,923	8,587	8,558	8,529	8,500
Capacity Development	33,543	35,763	38,039	40,741	43,371	45,998	48,737
Initial Purchase of Text Books	28,492	28,909	30,776	32,972	11,433	-	-
<b>Programme Shares</b>							
Facilities Development	78.4%	83.2%	84.6%	85.4%	89.1%	66.2%	50.4%
Laboratory Refurbishment	0.0%	0.0%	0.0%	0.0%	0.0%	26.2%	44.0%
EMIS	4.7%	3.5%	2.4%	1.5%	1.5%	1.2%	0.8%
Capacity Development	9.1%	7.3%	7.2%	7.2%	7.5%	6.4%	4.8%
Initial Purchase of Text Books	7.8%	5.9%	5.8%	5.8%	2.0%	0.0%	0.0%
<b>Total Recurrent and Investment Funding</b>							
Recurrent	903,379	1,065,741	1,232,731	1,331,354	1,427,875	1,527,658	1,655,568
Investment	366,843	488,457	531,995	564,284	581,751	724,325	1,009,274
Recurrent %	71.1%	68.6%	69.9%	70.2%	71.1%	67.8%	62.1%
Investment %	28.9%	31.4%	30.1%	29.8%	28.9%	32.2%	37.9%
<b>Grand Total Government Expend</b>	<b>1,270,222</b>	<b>1,554,198</b>	<b>1,764,726</b>	<b>1,895,638</b>	<b>2,009,627</b>	<b>2,251,983</b>	<b>2,664,841</b>

**Table C: Overall Education Sector Financing Plan (including parental contributions)**

(Kip Millions, Fixed Prices)	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Total Recurrent	1,050,767	1,206,771	1,403,402	1,532,438	1,663,510	1,802,451
<b>Administration</b>	90,746	109,785	121,753	134,157	147,015	160,347
Centre	9,075	10,978	12,175	13,416	14,702	16,035
Provinces/Districts	81,672	98,806	109,578	120,741	132,314	144,312
<b>Broad sub-sectors</b>	960,021	1,096,987	1,281,649	1,398,281	1,516,495	1,642,104
Early Childhood	40,248	53,427	66,369	74,000	82,023	90,325
Primary	368,342	401,437	411,542	440,154	458,501	472,042
Scholarships	-	5,447	7,059	8,662	10,143	11,392
All Other Recurrent	368,342	395,991	404,483	431,492	448,358	460,650
Lower Secondary	146,164	173,086	206,289	237,699	273,777	314,466
Scholarships	-	-	8,329	11,329	14,891	19,019
All Other Recurrent	146,164	173,086	197,960	226,370	258,886	295,447
Upper Secondary	98,323	117,141	141,450	160,876	184,475	211,438
Scholarships	-	-	4,753	6,411	8,583	11,210
All Other Recurrent	98,323	117,141	136,697	154,465	175,891	200,228
Technical and Vocational	74,008	88,269	106,351	125,004	145,872	168,978
Scholarships	5,468	7,421	9,668	12,209	15,045	18,175
All Other Recurrent	68,540	80,848	96,683	112,795	130,827	150,803
Teacher Training	39,889	74,585	80,331	81,020	80,863	80,739
In Service	1,378	1,466	1,557	1,668	1,772	1,874
Pre Service	23,679	26,167	27,969	27,980	27,719	27,493
Scholarships	14,832	46,952	50,804	51,372	51,372	51,372
Higher Education	154,305	145,173	150,250	156,060	162,866	171,075
Scholarships	9,789	10,294	10,808	11,332	11,865	12,408
All Other Recurrent	144,516	134,879	139,442	144,728	151,001	158,667
Non Formal Education	38,742	43,869	47,306	51,017	55,023	59,348
Inclusive Education	-	-	71,760	72,449	73,096	73,694
<b>Recurrent Shares</b>						
Early Childhood	3.8%	4.4%	4.7%	4.8%	4.9%	5.0%
Primary	35.1%	33.3%	29.3%	28.7%	27.6%	26.2%
Lower Secondary	13.9%	14.3%	14.7%	15.5%	16.5%	17.4%
Upper Secondary	9.4%	9.7%	10.1%	10.5%	11.1%	11.7%
Technical and Vocational	7.0%	7.3%	7.6%	8.2%	8.8%	9.4%
Teacher Training	3.8%	6.2%	5.7%	5.3%	4.9%	4.5%
Higher Education	14.7%	12.0%	10.7%	10.2%	9.8%	9.5%
Non Formal Education	3.7%	3.6%	3.4%	3.3%	3.3%	3.3%
Inclusive Education	0.0%	0.0%	5.1%	4.7%	4.4%	4.1%
Total admin	8.6%	9.1%	8.7%	8.8%	8.8%	8.9%
Admin Centre	0.9%	0.9%	0.9%	0.9%	0.9%	0.9%
Admin Provinces/Districts	7.8%	8.2%	7.8%	7.9%	8.0%	8.0%
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Table C (cont.)

(Kip Millions, Fixed Prices)	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Total Investment	366,843	488,457	531,995	564,284	581,751	724,325	1,009,274
<b>Broad Programmes</b>							
Facilities Development	287,462	406,496	450,257	481,984	518,389	479,691	508,452
Construction	162,990	254,563	286,058	309,343	332,627	355,911	379,195
Renovation	57,440	84,901	88,666	92,859	97,481	102,530	108,007
Incomplete Schools	67,032	67,032	67,032	67,032	67,032	-	-
New Generation Provincial Colleges	-	-	8,500	12,750	21,250	21,250	21,250
Laboratory Refurbishment	-	-	-	-	-	190,108	443,584
EMIS	17,347	17,289	12,923	8,587	8,558	8,529	8,500
Capacity Development	33,543	35,763	38,039	40,741	43,371	45,998	48,737
Initial Purchase of Text Books	28,492	28,909	30,776	32,972	11,433	-	-
<b>Programme Shares</b>							
Facilities Development	78.4%	83.2%	84.6%	85.4%	89.1%	66.2%	50.4%
Laboratory Refurbishment	0.0%	0.0%	0.0%	0.0%	0.0%	26.2%	44.0%
EMIS	4.7%	3.5%	2.4%	1.5%	1.5%	1.2%	0.8%
Capacity Development	9.1%	7.3%	7.2%	7.2%	7.5%	6.4%	4.8%
Initial Purchase of Text Books	7.8%	5.9%	5.8%	5.8%	2.0%	0.0%	0.0%
<b>Total Recurrent and Investment Funding</b>							
Recurrent	1,050,767	1,206,771	1,403,402	1,532,438	1,663,510	1,802,451	1,974,604
Investment	366,843	488,457	531,995	564,284	581,751	724,325	1,009,274
Recurrent %	74.1%	71.2%	72.5%	73.1%	74.1%	71.3%	66.2%
Investment %	25.9%	28.8%	27.5%	26.9%	25.9%	28.7%	33.8%
<b>Grand Total</b>	<b>1,417,610</b>	<b>1,695,229</b>	<b>1,935,397</b>	<b>2,096,722</b>	<b>2,245,262</b>	<b>2,526,776</b>	<b>2,983,877</b>



**Table D: Unit Costs: Government/Non-Government Shares By Sub-Sector**

(Kip 000s, Fixed Prices)	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Unit Cost Early Childhood (Kindergarten)</b>							
Enrolment	110,767	134,511	160,107	175,222	190,549	205,782	220,342
Gov'	344	360	357	354	351	347	343
Non-Gov'	41	54	65	77	89	101	114
Total	385	413	422	430	439	448	458
Share Non-Gov'	10.6%	13.0%	15.4%	17.8%	20.2%	22.6%	25.0%
<b>Unit Cost Early Childhood (Playgroup)</b>							
Enrolment	5981.62	11993.16	22918.125	30408.58	37841.15	45417.795	52988.6175
Gov'	26.7	30	30	30	30	30	30
Non-Gov'	0	0	0	0	0	0	0
Total	26.7	30	30	30	30	30	30
Share Non-Gov'	0%	0%	0%	0%	0%	0%	0%
<b>Unit Cost Primary Education (does not include scholarships)</b>							
Enrolment	897,878	906,958	907,790	936,745	950,601	952,751	949,596
Gov'	410	437	446	461	472	483	496
Non-Gov'	-	-	-	-	-	-	-
Total	410	437	446	461	472	483	496
Share Non-Gov'	0%	0%	0%	0%	0%	0%	0%
<b>Unit Cost Lower Secondary Education (does not include scholarships)</b>							
Enrolment	357,202	383,972	416,441	453,162	496,368	543,395	586,897
Gov'	351	451	475	500	522	544	572
Non-Gov'	58	-	-	-	-	-	-
Total	409	451	475	500	522	544	572
Share Non-Gov'	14.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
<b>Unit Cost Non Formal Education</b>							
Enrolment	166,815	175,156	183,914	193,109	202,765	212,903	223,548
Gov'	232	250	257	264	271	279	286
Non-Gov'	-	-	-	-	-	-	-
Total	232	250	257	264	271	279	286
Share Non-Gov'	0	0	0	0	0	0	0
<b>Unit Cost Upper Secondary Education (does not include scholarships)</b>							
Enrolment	126,691	155,904	190,121	205,146	228,893	256,223	283,139
Gov'	619	599	545	541	522	500	481
Non-Gov'	158	153	174	212	247	282	320
Total	776	751	719	753	768	781	801
Share Non-Gov'	20.3%	20.3%	24.2%	28.2%	32.1%	36.1%	40.0%
<b>Unit Cost TVET (does not include scholarships)</b>							
Enrolment	23,827	28,189	32,551	36,913	41,276	45,638	50,000
Gov'	1,117	1,215	1,363	1,510	1,678	1,866	2,068
Non-Gov'	1,760	1,653	1,607	1,546	1,492	1,438	1,379
Total	2,877	2,868	2,970	3,056	3,170	3,304	3,447
Share Non-Gov'	61.2%	57.6%	54.1%	50.6%	47.1%	43.5%	40.0%
<b>Unit Cost Higher Education (does not include scholarships)</b>							
Enrolment	55,780	56,483	57,187	57,890	58,593	59,297	60,000
Gov'	1,537	1,260	1,127	992	853	711	561
Non-Gov'	1,054	1,128	1,311	1,508	1,724	1,965	2,245
Total	2,591	2,388	2,438	2,500	2,577	2,676	2,807
Share Non-Gov'	40.7%	47.2%	53.8%	60.3%	66.9%	73.4%	80.0%
<b>In-Service Teacher Training</b>							
Enrolment	5,510	5,864	6,226	6,670	7,089	7,498	7,917
Gov'	250	250	250	250	250	250	250
Non-Gov'	-	-	-	-	-	-	-
Total	250	250	250	250	250	250	250
Share Non-Gov'	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
<b>Pre-Service Teacher Training</b>							
Enrolment	13,734	15,049	16,283	16,465	16,465	16,465	16,465
Gov'	1,605	1,739	1,718	1,699	1,683	1,670	1,658
Non-Gov'	119	-	-	-	-	-	-
Total	1724.15517	1738.85205	1717.65601	1699.33847	1683.47462	1669.72281	1657.80528
Share Non-Gov'	6.9%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%

**Table E: Wage and Non Wage in Recurrent Government Funding**

(Kip Millions, Fixed)	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
<b>Administration</b>							
<i>Central Admin</i>	9,075	10,978	12,175	13,416	14,702	16,035	17,417
Salary costs	6,036	6,822	7,650	8,522	9,439	10,403	11,417
Non wage	3,039	4,156	4,525	4,894	5,263	5,631	6,000
Ratio non wage/ total	33.5%	37.9%	37.2%	36.5%	35.8%	35.1%	34.4%
<i>Province/District Adm'</i>	81,672	98,806	109,578	120,741	132,314	144,312	156,755
Salary costs	54,323	61,400	68,853	76,698	84,951	93,631	102,755
Non wage	27,349	37,406	40,725	44,044	47,363	50,681	54,000
Ratio non wage/ total	33.5%	37.9%	37.2%	36.5%	35.8%	35.1%	34.4%
<b>Detailed Sub-Sectors</b>							
<i>ECCD (Kindergarten)</i>	38,144	48,376	57,132	61,994	66,796	71,414	75,639
Salary costs	33,793	42,140	51,508	57,885	64,640	71,414	75,639
Non wage	4,351	6,236	5,624	4,109	2,155	-	-
Ratio non wage/ total	11.4%	12.9%	9.8%	6.6%	3.2%	0.0%	0.0%
<i>ECCD (Playgroup)</i>	160	360	688	912	1,135	1,363	1,590
Salary costs	-	-	-	-	-	-	-
Non wage	160	360	688	912	1,135	1,363	1,590
Ratio non wage/ total	100%	100%	100%	100%	100%	100%	100%
<i>Primary Education</i>	368,342	401,437	411,542	440,154	458,501	472,042	484,644
Salary costs	256,004	266,111	274,099	291,066	303,960	313,506	321,553
Non wage	112,338	135,326	137,443	149,088	154,541	158,536	163,091
Ratio non wage/ total	30.5%	33.7%	33.4%	33.9%	33.7%	33.6%	33.7%
<i>Lower Secondary</i>	125,444	173,086	206,289	237,699	273,777	314,466	358,928
Salary costs	108,280	126,247	147,090	171,021	198,266	229,063	263,661
Non wage	17,163	46,839	59,200	66,679	75,511	85,403	95,267
Ratio non wage/ total	13.7%	27.1%	28.7%	28.1%	27.6%	27.2%	26.5%
<i>Nonformal Education</i>	38,742	43,869	47,306	51,017	55,023	59,348	64,017
Salary costs	36,514	39,490	42,709	46,189	49,954	54,025	58,428
Non wage	2,228	4,379	4,598	4,828	5,069	5,323	5,589
Ratio non wage/ total	5.7%	10.0%	9.7%	9.5%	9.2%	9.0%	8.7%
<i>Upper Secondary</i>	78,360	93,357	108,310	117,344	127,976	139,234	150,242
Salary costs	78,114	89,562	102,798	117,344	127,976	139,234	150,242
Non wage	246	3,795	5,512	-	-	-	-
Ratio non wage/ total	0.3%	4.1%	5.1%	0	0	0	0
<i>TVET</i>	32,076	41,661	54,027	67,942	84,305	103,334	139,402
Salary costs	24,077	25,428	26,687	27,890	29,063	30,221	31,375
Non wage	8,000	16,233	27,340	40,051	55,242	73,113	108,027
Ratio non wage/ total	24.9%	39.0%	50.6%	58.9%	65.5%	70.8%	77.5%
<i>Higher Education</i>	95,522	81,470	75,253	68,734	61,859	54,540	55,278
Salary costs	19,302	21,913	25,069	28,949	33,814	40,074	48,392
Non wage	76,220	59,557	50,184	39,785	28,044	14,467	6,886
Ratio non wage/ total	79.8%	73.1%	66.7%	57.9%	45.3%	26.5%	12.5%
<i>Teacher Training</i>	38,156	74,585	80,331	81,020	80,863	80,739	80,647
Salary costs	10,485	11,119	11,686	11,515	11,254	11,027	10,831
Non wage	27,671	63,466	68,645	69,505	69,610	69,712	69,816
Ratio non wage/ total	72.5%	85.1%	85.5%	85.8%	86.1%	86.3%	86.6%
<i>Inclusive Education</i>	0	0	71,760	72,449	73,096	73,694	74,243
Salary costs	0	0	-	-	-	-	-
Non wage	0	0	71,760	72,449	73,096	73,694	74,243
Ratio non wage/ total			100%	100%	100%	100%	100%
<b>Overall Totals</b>							
Total sub-sectors	814,944	958,200	1,112,638	1,199,267	1,283,330	1,370,173	1,484,630
Salary costs	566,569	622,010	681,645	751,859	818,927	888,563	960,122
Non wage	248,375	336,190	430,993	447,407	464,404	481,610	524,508
Ratio non wage/ total	30%	35%	39%	37%	36%	35%	35%
<b>Grand total</b>	<b>905,690</b>	<b>1,067,985</b>	<b>1,234,391</b>	<b>1,333,424</b>	<b>1,430,345</b>	<b>1,530,520</b>	<b>1,658,803</b>
Salary costs Admin	626,927	690,232	758,148	837,079	913,317	992,598	1,074,294
Non wage	278,763	377,753	476,243	496,345	517,029	537,922	584,508
Ratio non wage/ total	31%	35%	39%	37%	36%	35%	35%

### Annex 3: ESDF Financing Assumptions and Targets

#### Average Staff Salaries

Sub-Sector	2007(Baseline)	Target	Target Year
ECCD	6,873,401	10,220,121	2015
Primary	7,008,826	10,497,259	2015
Lower Secondary	7,538,580	11,231,154	2015
Upper Secondary	8,309,842	12,459,344	2015
TVET	8,399,041	12,550,050	2015
Teacher Training	10,967,213	16,445,132	2015
Higher Education	10,983,730	16,130,724	2015
Non-formal Education	7,038,562	10,454,667	2015
Admin	12,697,134	19,028,713	2015

#### Block Grant Unit Costs

Sub-Sector	2007(Baseline)	Target	Target Year
ECCD (Kindergarten)	39,863	100,000	2010
ECCD (Playgroup)	20,000	30,000	2010
Primary	40,536	100,000	2010
Lower Secondary	79,312	120,000	2010
Upper Secondary	118,947	175,000	2015
TVET	1,731,792	1,800,000	2010
Teacher Training	642,856	1,000,000	2010
Higher Education	1,830,303	2,000,000	2010
Non-formal Education	3,100	25,000	2010
Admin	4,069,517	10,000,000	2010

#### Parental Cost Shares

Sub-Sector	2007(Baseline)	Target	Target Year
ECCD (Kindergarten)	14.0%	25%	2015
ECCD (Playgroup)	0.0%	0%	2009
Primary	15.0%	0%	2010
Lower Secondary	21%	0%	2015
Upper Secondary	21%	40%	2015
TVET	67%	40%	2015
Teacher Training	9%	0%	2010
Higher Education	39%	80%	2015
Non-formal Education	0.0%	0%	2015
Admin	0%	0%	2015

### Pupil Classroom Ratio

Sub-Sector	2007(Baseline)	Target	Target Year
ECCD	20.3	25	2015
Primary	30.2	31	2015
Lower Secondary	45.1	45	2015
Upper Secondary	51.6	45	2015
TVET	8.3	26	2015
Teacher Training	9.5	25	2015
Higher Education	30.7	20	2015
Non-formal Education	200	200	2015

**Note:** Non-formal figures refer to pupils per centre (CLC)

### Pupil Teacher Ratio

Sub-Sector	2007(Baseline)	Target	Target Year
ECCD	19.9	20	2015
Primary	30.8	31	2015
Lower Secondary	23.5	25	2015
Upper Secondary	23	20	2012
TVET	7.2	20	2015
Teacher Training	15.7	25	2015
Higher Education	45.4	20	2015
Non-formal Education	40	40	2015

### Proportion of Classrooms to be Renovated Annually

Sub-Sector	2007(Baseline)	Target	Target Year
ECCD	0.08%	5%	2010
Primary	1.03%	10%	2010
Lower Secondary	1.12%	10%	2010
Upper Secondary	0.17%	5%	2010
TVET	1.93%	5%	2010
Teacher Training	2.9%	5%	2010
Higher Education	0.23%	5%	2010
Non-formal Education	0.13%	5%	2010

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**Scholarship values**

Sub-Sector	Amounts	Target
Primary	175,000 Kip per year	20% of the total number of students from Poorest Districts in Grade 4 and 5 get a scholarship
Lower Secondary	175,000 Kip per year	20% of all Lower Secondary students get a scholarship focusing on poorest and poor districts
Upper Secondary	260,000 Kip per year	20% of all Upper Secondary students get a scholarship focusing on poorest and poor districts
TVET	3,120,000 Kip per year	40% of all TVET students get a scholarship focusing on poorest and poor districts
Teacher Training	3,120,000 Kip per year	40% of all Pre-Service Teachers get a scholarship equating to 100% of full time trainees.
Higher Education	260,000 Kip per year	20% of all Higher Education students focusing on poorest and poor districts.